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ABSTRACT

Local governments are essential to the democratic processes of the nation. Particularly in rural and other small communities, they are familiar institutions with much visibility and accessibility, promoting citizen participation and control. This guide presents an overview of the characteristics of American's small local governments. America's small governments are generally located outside of the nation's central cities and adjacent suburban fringes. Within these non-urban territories, there is immense variation in community types, growth patterns, and degree of economic prosperity. The small governments described here are classified by the Census bureau as "general purpose governments," entities with generally more than one function and with broad powers of representation. They include town, township, municipal and county governments. The guide describes (1) key features; (2) forms and purposes; (3) functions; (4) organizational variations; (5) public service activities and finances; (6) key actors and operating styles; and (7) the place of small governments in the federal system. Since small local governments nationwide vary greatly in form and activity, this narrative is supplemented by an appendix that details local patterns in each of the 50 states. This primer focuses on local governments that serve communities of 25,000 population or less. This document contains 26 references. (DHP)

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Back Home



grassroots governments and the people they serve

by Alvin D. Sokolow

National Association
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for Small Communities**

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author's acknowledgements

More than two years ago, the idea for this guide to small local government was but a gleam in the collective eye of the leadership and staff of the National Association of Towns and Townships. That the idea has progressed this far is largely due to the continual encouragement and advice of the folks at NATaT, especially Executive Director Jeffrey H. Schiff and Director of Communications Bruce G. Rosenthal.

I am also grateful for the support of the Institute of Governmental Affairs at the University of California, Davis, in the preparation of the detailed state pages. Sasha Bessom of the Institute staff was meticulous and persistent in working on the design and production of the state pages. My principal student assistant, Shirley Folkins, diligently gathered much of the statistical data for this purpose. She was aided by Ron Stowers. A special thanks also to the staff of the University's documents library for searching out numerous Census publications.

In compiling the qualitative information about local government organization and functions contained in the state pages, I relied on the knowledge of local government experts in the great majority of states. Contacted by phone, they included NATaT board members and staff of affiliated organizations in several states, staff of other local government associations, and university researchers. Finally, John Coleman, chief of the Governments Division of the U.S. Bureau of the Census in Washington, assisted this project in more ways than he could realize. He provided essential information at an early stage of the project and the published products of his division, the quinquennial Census of Governments, were used extensively in preparing this guide.

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Alvin D. Sokolow
Davis, California
July 1988

about the author

ALVIN D. SOKOLOW is a professor of political science at the University of California, Davis. A nationally-known student of local government and politics in rural and other small communities, he served in 1985-86 as the first visiting fellow of NATaT's National Center for Small Communities. Sokolow has written about a number of different aspects of small-town government and politics—including management styles, budgeting, impacts of federal and state programs, elective officeholding, and political change. His research makes heavy use of field work in individual communities. In research and teaching capacities, he has had extensive contact with small-government officials in California, Illinois, Michigan, Montana, and other states. Sokolow has a Ph.D. and other degrees from the University of Illinois, Champaign-Urbana.

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chapter 1

introduction

"These wards, called townships in New England, are the vital principles of their governments, and have proved themselves the wisest invention ever devised by the wit of man for the perfect exercise of self-government, and for its preservation."

—Thomas Jefferson, 1816 letter

Thomas Jefferson was not the first nor the last writer to make this point. Local governments have long been essential to the democratic processes of the nation. Particularly in rural and other small communities, they are familiar institutions with much visibility and accessibility, features which go hand in hand with citizen participation and control of community affairs.

The realities of today's world, of course, do not always correspond to the symbols of community self-government. American society and its political institutions are much more organized and centralized than when Jefferson wrote the words quoted above. Small size is hardly a protection for local governments which are confronted by intergovernmental complexities, expanding legal liabilities and other external pressures. Furthermore, this is largely a metropolitan nation, in which only lip service sometimes is paid to the ideals of grassroots democracy.

Still, there are good reasons for keeping the faith in small-town government. One is the very real fact that millions of people live in small communities. Even with the spread of metropolitanism, almost forty percent of all Americans reside in rural or other "small" jurisdictions, by the standards used in this study. The great majority of the nation's 39,000 local governments do not serve urban centers but rather the residents of small and rural towns, townships, municipalities and counties.

Important lessons about citizen involvement and public resourcefulness can be drawn from small town patterns. Like other aspects of American life, small local governments are imperfect institutions, caught up in the pressures and problems of a complex society. Yet because of size and relative simplicity, they offer numerous opportunities for citizenship—in advocacy, program participation, leadership and learning. Small governments also use a variety of approaches to meet community needs, in many cases with alternatives to the more formal and professional styles of government common to larger places.

why this guide?

We cannot generalize in any meaningful way about local government in America by concentrating just on the New Yorks, Chicagos, and San Franciscos of the land. The American system of government is much richer and more diverse than suggested by the usual big city focus. To understand and appreciate this diversity, it is essential to look also at how people living in rural areas and small population centers are governed. Their local governments are vital community institutions. But they are often overlooked and undervalued when intergovernmental policies are deliberated and decided because of the small size of the individual communities involved.

This primer is an effort to correct such inattention, by presenting a substantive overview of the characteristics of America's small local governments. It is a picture of the "nuts and bolts" of small town government. Described here are organizational variations, public service activities and finances, key actors and operating styles, and the place of small governments in the federal system. Since small local governments nationwide vary greatly in form and activity, this narrative is supplemented by an appendix which details local patterns in each of the 50 states.

what is "small"?

This primer focuses on local governments which serve communities of 25,000 population or less. There are several reasons for employing this definition, including the inadequacy of other measures for making sense of local government patterns. Metropolitan-nonmetropolitan and urban-rural are more commonly used distinctions. They define community type and location, but do not distinguish among governments according to their sizes and organization—key aspects of this examination. Small governments are found in large numbers in both metropolitan and nonmetropolitan areas, while the "rural" category includes some open country areas that are governed by good-sized governments. The 25,000 population limit was also selected because it corresponds to the population categories used by the U.S. Bureau of the Census, the major source of nationwide information on local government forms, finances, and personnel.

America's small governments are generally located outside of the nation's central cities and adjacent suburban fringes. Within these vast non-urban territories, there is an immense variety of community types—small municipalities, unincorporated population centers, sparsely settled open country areas and less developed areas bordering the suburbs. Included are bedroom communities, factory towns, commercial centers, agricultural and ranching areas, mining areas and isolated regions. The diversity extends to degrees of growth and economic prosperity. Some small communities have been major beneficiaries of industrial decentralization or the population increases brought about by the urban-to-rural migration of the 1970s, while many others have been bypassed by both population and economic growth.

The small governments described here are classified by the Census Bureau as "general purpose" governments, those entities generally with more than one function and with broad powers of representation. They are town, township, municipal and county governments.

chapter 2

key features of small town government

"Self-government stimulates the interest of people in the affairs of their neighborhood, sustains local political life, educates the citizen in his daily round of civic duty, teaches him that perpetual vigilance and the sacrifice of his own time and labor are the price that must be paid for individual liberty and collective prosperity."

—James Bryce, *The American Commonwealth*,
Vol. 1, 1891, pp. 351-352.

The great majority of governments in the United States are small organizations operating in small communities. More than 93 percent of all general purpose governments serve places of under 25,000 population, the definition of "small" used throughout this guide. Included are 98.1 percent of all town and township governments, 95.1 percent of all municipalities, and 55.3 percent of all county governments. They are pervasive throughout the nation. In all states but one (Hawaii), the great majority of local governments are small units.

By whatever measure of size—populations served, expenditures and revenues, personnel employed—they are small operations when compared to large cities. Most small governments serve far fewer residents than the 25,000 population limit used to define small. As Table 2.1 notes, more than 18,000 town, township and municipal governments operate in localities with populations of less than 1,000 apiece. It would take more than 1,000 such localities to equal in total population one municipality with one million residents. Currently there are nine such cities throughout the country.

Taken together, however, small local governments have a major presence. They serve a substantial part of the nation's population—about 70 million Americans, or a little less than forty percent of the total. They handle an impressive share of all public sector activity in the United States. In 1981-82, the 36,000 small town, township, municipal, and county governments spent a total of \$32 billion—17 percent of all local government spending. They collected almost \$9 billion in property taxes, had a total outstanding debt of \$19 billion, and employed 827,000 (full-time equivalent) workers.

In form and activity, the small government pattern nationwide is a very diverse one. As a summary of the more detailed descriptions contained in later chapters, here are some key features of this pattern:

COMMUNITY DIVERSITY. Small local governments vary greatly in organization and activity because the communities they serve are quite diverse. Included are open country areas and small population centers (incorporated and unincorporated), agricultural and residential localities, isolated and semi-suburban communities.

FORM AND PURPOSE. Town, township, municipal and county governments have distinctive purposes, yet overlap considerably in types of activity. More so than other general purpose governments, towns and townships have rural roots; yet many are also municipal service providers.

PUBLIC SERVICES. Small local governments provide the same basic services as larger ones. But service delivery in small communities is constrained by unique conditions—including scattered populations, scale limitations, inflexible budgets, limited revenue sources and high overhead. Rural residents and their governments give the highest public service priority to roads and bridges, because of their economic and social value.

OPERATING STYLES. Most small local governments operate in a relatively informal and personal

manner, providing services with limited staff and few, if any, professional administrators. Many, in fact, have no full-time, salaried employees. Elected officials are the central actors in this pattern of governing, serving both as program managers and policymakers. The use of volunteers, service contracts and interlocal agreements enable elected officials in even zero employee governments (ZEGs) to provide essential services while keeping staff and administrative costs at a minimum. The mixing and matching of people and tasks, as a substitute for more formal resources, reaches into the community to include extensive citizen involvement in delivering services and maintaining community facilities.

NATIONAL PURPOSE. Primarily community institutions, created for local public purposes, small governments increasingly are called upon to serve the purposes of national and state governments. Their role in the intergovernmental system expanded greatly in the late 1960s and early 70s, as the result of new and enlarged federal aid programs and the imposition of new mandates. With the recent elimination of federal General Revenue Sharing and the decline of other grant programs, few small local governments now receive any federal aid. But continuing mandates and other intergovernmental obligations maintain a strong federal connection for small communities and their governments.

THE FUTURE. Small local governments are now more active than ever before as public service providers. In this capacity, and as representative institutions and agents of state and national policy, small governments have a vital and challenging future.

Table 2.1

General Purpose Governments in the United States: Numbers and Population, 1982

Town and Township Governments

Of 16,734 town and township governments in the United States . . . 16,417 (98.1%) are under 25,000 population, and they serve 33.1 million residents (65.1% of all town-township residents).

Population Range	Number of Units	Total Population
under 1,000	9,265 (55.4%)	3.5 million (6.8%)
1,000-4,999	5,488 (32.8%)	12.1 million (23.8%)
5,000-24,999	1,664 (9.9%)	17.5 million (34.5%)
25,000 and over	317 (1.9%)	17.7 million (34.8%)

Municipal Governments

Of 19,076 incorporated municipalities in the United States . . . 18,132 (95.1%) are under 25,000 population, and they serve a total of 47.8 million residents (33.9% of all municipal residents).

Population Range	Number of Units	Total Population
under 1,000	9,514 (49.9%)	4.0 million (2.8%)
1,000-4,999	5,850 (30.7%)	13.4 million (9.6%)
5,000-24,999	2,768 (14.5%)	30.4 million (21.5%)
25,000 and over	944 (4.9%)	93.2 million (66.1%)

County Governments

Of 3,041 county governments in the United States . . . 1,682 (55.3%) are under 25,000 population, and they serve a total of 20.1 million residents (9.9% of all county residents).

Population Range	Number of Units	Total Population
under 1,000	725 (23.8%)	4.3 million (2.1%)
10,000-24,999	957 (31.5%)	15.8 million (7.8%)
25,000-99,999	985 (32.4%)	47.7 million (23.4%)
100,000 and over	374 (12.3%)	135.8 million (66.7%)

chapter 3

forms and purposes

".... the strength of free peoples resides in the local community. Local institutions are to liberty what primary schools are to science; they put it within the people's reach; they teach people to appreciate its peaceful enjoyment and accustom them to make use of it."

—Alexis de Tocqueville, *Democracy in America*, 1848.

To foreign visitors, accustomed to more centralized and less varied arrangements for governing localities, our community patterns are bewildering and unnecessarily complex. Why so many different kinds of local governments? Why such diverse and confusing mixtures of form and responsibility, so that the same kind of organization may not perform the same set of activities from state to state or even community to community?

The answer, of course, is that American local governments are products of the actions over time of 50 separate state governments, not one national authority. The belief in local control adds further to the diversity. Individual communities are forever tinkering with the structures and programs of their public organizations, a discretion granted in varying degree by the states. Confusing as they may be, the variations in local organization and responsibility are reflections of community self-government.

general purpose governments

Towns, townships, municipalities, counties—these are the major forms of "general purpose" local governments, so called because they have broad functions. As well as delivering public services and protections, they provide a means for representing citizen interests, both locally and to the outside world.

We concentrate here on the general purpose units, because of their dominant community roles as political and service delivery organizations. Small communities, of course, also have their share of other kinds of public agencies, usually identified as "limited purpose" governments by the U.S. Census Bureau. The other forms include school districts, special districts, various kinds of regional agencies and quasi-public or non-profit organizations that deliver specific public services. The diversity of general purpose local governments exists at both the large and small community level. In non-metropolitan areas, however, the number of individual governments of all types is substantially higher than in urban areas, while their average size is much smaller.

How do towns, townships, municipalities, and counties differ? Powers and activities overlap considerably, when state-to-state variations are considered, making it difficult to generalize nationwide. But there is a key distinction in territorial terms, the difference between areawide and center purposes:

- Counties and (to a lesser extent) towns and townships are areawide governments, originally created to serve scattered populations.
- Municipalities are center-oriented, established to serve population concentrations or urban settlements, large and small.

This territorial distinction relates closely to the mix of state and local purposes in a local government's reason for existence. The state purpose is a major one for areawide governments. Counties operate largely as administrative agents of their states in carrying out certain basic functions—usually courts, criminal prosecution, jails, record-keeping, rural roads, social services and health services. Since these are universal services—activities

guaranteed all residents of a state—county territories cover all or virtually all areas of most states. (School districts have similar territorial coverage, in states where they are the exclusive or dominant K-12 education providers.)

By contrast, municipalities (whether called cities, villages, or by other labels) have predominantly local purposes and they cover more limited areas. Generally, they are created to provide higher levels of public services suitable for relatively large and concentrated populations. Municipal activities typically include water and wastewater utilities, street lighting, parks and recreation programs, police and fire protection—services which either are not provided to scattered populations or are delivered at less intense levels. Incorporation, the formation of a municipal government, is usually the product of local initiative; incorporations take place at various times, depending on population growth and other community circumstances. On the other hand, new counties and other areawide governments are seldom formed; rather, existing patterns are primarily the result of one-time state constitutional or legislative actions taken many years ago.

Over the years, the areawide-center distinction has become blurred in how communities develop and are served by their local governments. While towns and townships still are essentially areawide governments, many today provide municipal-type services since they govern urban type concentrations as well as sparsely-settled areas. Likewise some county governments respond to the more intensive service needs of suburban or other pockets of urbanization in otherwise rural areas. A further reason for some areawide governments to expand their programs are the growing expectations of rural residents that they are entitled to public services once defined as exclusively "municipal", such as public water supply, park and recreation programs, and police patrols. For their part, municipal governments in recent years have lost some of their predominantly local purpose in taking on state-imposed programs and procedures.

what's in a name?

You can't always tell what a local government is or does by its title. So while "town" generally refers to the New England brand of areawide government, it is also a designation (along with "city" and "village") for some municipalities in many states. New York and Wisconsin "towns" are equivalent to "townships" in other midwestern states. "Boroughs" in Alaska are county-like units, while in several other states (Pennsylvania, Connecticut, New Jersey) they are municipal forms. And then there is Louisiana—the only state to call its counties "parishes".

geographical variations

The several forms of general purpose government appear in different combinations across the nation. While cities and other municipalities with similar programs are found in each state, the counties, towns, and townships are more variable. County governments operate in all states but Connecticut, Rhode Island and Alaska; generally, they are less active in the New England states than elsewhere. Towns and townships are found in 20 states in the New England, Mid-Atlantic, and Midwestern regions.

Territorial overlaps vary from state to state. Municipalities are generally included within county government boundaries (Virginia cities are an exception). Towns and townships also coexist with county governments, except in some states where they are not found in all county areas. Municipalities operate within town-township boundaries in some states, while in others the two forms are mutually exclusive in territory.

For the individual citizen, these patterns mean an overlay of separate local governments. Depending on the state and the pattern in a particular community, one could be governed by as many as seven or eight governments—municipality, town-township, county, one or two school districts, and several special districts. It is more likely, however, that the average citizen is served by three or four local governments.

focus on towns and townships

Town and township governments (both labeled as "townships" by the Census Bureau) have a special significance as small community institutions. Proportionately more operate in very small communities than either municipalities or counties. But the total service population of all towns and townships nationwide is enormous. The 16,000 towns and townships served more than 50 million residents in 1982. This total included more than 1 million persons in each of 10 states—Connecticut, Massachusetts, New Jersey, New York, Pennsylvania, Illinois, Indiana, Michigan, Ohio, and Wisconsin.

More so than other forms of local government, the towns and townships are rooted in rural and small-town traditions. New England towns of the 17th century were the first real "local governments" on the American continent, with Virginia counties running a close second. The nation owes many of its present ideas of local self-government to these colonial organizations, including the town meeting and the election of many citizens to individual offices and boards. From New England, town government—in one form or another—spread south and west, to several Mid-Atlantic states and most of the Midwest.

Township governments actually were in place in most of the midwestern states before statehood. A critical step in this process was the Northwest Ordinance of 1787, enacted by the Congress for the initial government of the territory which eventually became the states of Ohio, Indiana, Illinois, Michigan and Wisconsin. The territorial governor and legislature began to create county and township governments in 1790, with the townships largely coinciding with the six-mile square land divisions established in the federal surveys of the region.

Today, towns and townships operate in all or parts of 20 states, in three regions of the nation:

NEW ENGLAND—Maine, Vermont, New Hampshire, Massachusetts, Connecticut, and Rhode Island.

MID-ATLANTIC—New York, New Jersey, and Pennsylvania.

MIDWEST—Michigan, Ohio, Indiana, Illinois, Wisconsin, Minnesota, North Dakota, South Dakota, Kansas, Nebraska, and Missouri.

Serving rural areas, Midwestern townships generally have an areawide orientation, with an emphasis on providing roads and bridges, fire and rescue and other basic services to scattered populations. New England town governments (and Mid-Atlantic towns and townships to a lesser degree) deliver extensive and varied services similar to those provided by cities. For example, towns in Connecticut, Maine, and Vermont spend more in total revenues than cities in these states. Most New England towns also fund or administer K-12 schools.

This regional variation in the role of town-township governments goes hand-in-hand with differences in what county governments do as service providers. In New England, where county governments are non-existent or perform limited activities (usually confined to judicial functions and regional jails), the towns are the primary areawide governments. Midwestern townships, however, share responsibilities with relatively active county governments.

Such regional distinctions are not always an accurate guide to the activities of individual governments. Many Midwestern townships, for example, have become municipal service providers in recent years. They take responsibility for such services as water supply, wastewater treatment, police protection, and zoning and building code enforcement. Program expansions of this sort are usually responses to community change, particularly population growth, and occur in states where townships have flexible powers.

singling out small governments

States distinguish among their local governments in various ways. All establish separate forms—municipalities, counties, school districts, etc.—for different or overlapping purposes. Many states also classify individual governments of one form or another, usually according to population size. As detailed in Appendix A, the National Summary and Individual State Patterns, most classifications apply to municipalities. Either state constitutions or legislative codes set out numbered categories (cities of the 1st, 2nd, 3rd Classes, for example), or they identify a particular type of municipality (city, village, town) with varying population levels.

Why have such community size distinctions? Are they meaningful in what local governments, small and big, do and how they are organized?

Most classification schemes originated at the time of statehood or when the legislative codes dealing with local government were first enacted or comprehensively revised. In the political environment of the 19th century, local governments and officials were not trusted by their state masters, the constitution-writers and legislators. Classifying units by population or other criteria was a means of maintaining a tight state leash on local powers and actions, and it permitted state legislatures to single out individual local governments for special treatment. Population categories were used to distinguish service and regulatory powers, revenue-raising authority and organizational options for individual units. Larger governments generally were given more power and flexibility than small ones.

As legislatures over the years expanded local powers, the legal differences between large and small municipalities were narrowed. Courts in many states also have generally interpreted "municipal" status to mean the same or similar powers (especially in such regulatory areas as zoning and planning) for small as

those other governments

The Bureau of the Census calls them "limited purpose" governments, because most deliver only one kind of service. But it may be an essential and expensive service, as far as the receiving community is concerned. As well as the familiar school districts, they include about 28,000 special districts, more numerous than any other form of local government in the United States. Special districts proliferate especially in suburban and rural areas, outside the boundaries of incorporated municipalities. Depending on state laws, they have an extensive repertoire—delivering virtually any service ordinarily provided by general purpose governments (with the major exception of land use and other regulatory powers).

well as large municipalities.

Legislative codes still retain the population classifications. And in some states, small town governments are still relatively limited in revenue-raising powers and organizational options. The flexibility that comes with Home Rule status—the ability to frame a local charter with voter approval—is often restricted to larger governments. Home Rule is generally denied Midwestern townships and county governments in most states.

All of this, of course, is a reflection of the critical control state legislatures and constitutions have over their local governments, small and large. States vary greatly in how they handle this relationship. Some are quite generous in sharing revenues with local agencies, and in giving smaller governments the discretion to raise revenues, vary service and regulatory programs, and determine their own structures. By contrast, other states provide little in the way of discretionary authority and revenue powers.

too many governments?

Not all observers are enthusiastic about the American pattern of numerous small local governments. Some critics argue that the result is inefficiency and fragmentation in the delivery of public services. The solution often suggested, in the interest of efficiency and organizational simplicity, is to reorganize smaller governments into larger ones. A more extreme answer is to abolish entirely certain governments, and transfer their activities to other local agencies or higher levels of government.

The concern with number and size is understandable. Looking at local patterns from the top down—from a national or statewide perspective—easily gives one a picture of confusion and disorder. So many jurisdictional overlaps and mixtures of form and responsibility are bound to violate notions of organizational neatness.

But a view from the bottom up—from the perspective of people in small communities—leads to a much more positive picture. Here the emphasis is on local control and citizen access, on having governments serve as political and representative institutions as much as efficient service providers. In a world of powerful and centralized forces, small-town citizens look to governments near at hand for political power and protection. Thus small-town voters, and their allies in state associations of local governments and state

legislatures, reject more often than not proposals to consolidate and eliminate.

The issue is more complex than just weighing the relative values of efficiency and local control would suggest. Greater efficiencies and economies are seldom produced directly by turning small public agencies into larger ones. One reason is that economies of scale differ according to public service types and specific community circumstances; they are especially difficult to achieve for labor-intensive services and in sparsely-settled communities, for example.

In many instances, the problems of small size can be addressed without sacrificing local control for the sake of efficiency. While retaining independent status, many small governments are able to stretch scarce resources by cooperating with other governments in both formal and informal arrangements.

Local government numbers nationwide have changed little over the years, with some notable exceptions. In the 20 years between 1962 and 1982, the number of general purpose governments remained constant. There was virtually no change in the number of counties, a slight increase in municipalities, and a slight decrease in towns and townships. Much sharper changes were recorded for other forms, however. School district numbers decreased by more than half during the 20 year period, while special districts increased by more than a third.

the ubiquitous township

There are "townships," And then there are "townships." Besides the areawide local governments generally found in the Midwest, "township" refers to the 36-mile square area used for land description and surveying in most parts of the nation settled after the 13 original states formed the union. The governments are termed "civil" townships, while the land units are the "congressional" variety. With original boundaries following the survey lines, many Midwestern townships have the classic six-by-six dimensions.

chapter 4

what small governments do

"Small towns deserved their autonomy because they were the natural home of democracy. Only in small governments could each man participate effectively, not in selfish pursuit of his own interests but with the capacity to understand the problems his community faced and thus further the common good."

—Robert Wood, *Suburbia: Its People and Their Politics*, 1958, p. 27.

Americans depend on local governments for most of their public services and community facilities. Municipal, town-township, and county governments provide roads, police and fire protection, utilities, parks and recreation, sanitation, social services, libraries, and numerous other services. The governments set policy, deliver the services, maintain the facilities, and finance these activities.

This is what all local governments do. Community and organizational size makes a difference, however, in public service priorities, quantities, administration, and funding. Small governments, in particular, face special obstacles to providing services widely, efficiently, and economically.

the constraints of geography and size

People who live in small communities today want many of the same services from their local governments as do big city residents. Rising public expectations in small localities are the result of population mobility, increasing levels of education and knowledge, and the messages sent by the national communications media.

Supply cannot always match demand, all public officials well understand. Coming between the two in rural areas and small communities are such constraints of geography and small size as the following:

Dispersed populations. Large numbers of rural Americans live at some distance from each other, on individual homesteads or in very small settlements. Sparsely-populated areas are especially characteristic of the plains and western states—farming, ranching, and mining areas—where miles of open country separate families. The wide dispersal of people virtually prohibits the supply of some services—public water and wastewater systems, for example. And access to other facilities and services, usually provided from central locations, is sharply limited. Rural people thus are accustomed to traveling long distances for certain services, such as education, recreation, health care, and court appearances. And they endure long

response times for emergency services, such as law enforcement and rescue squads.

value of citizen volunteers

Citizen volunteers are a major reason why small local governments spend proportionately less than larger ones to deliver public services. Their contributions of time and energy are worth a great deal in budgetary terms. For just one service, fire protection, the yearly estimated value of volunteer-provided benefits in the early 1970s was \$4.5 billion nationwide. (National Commission on Fire Prevention and Control)

Scale Limitations. Whether serving open country areas or small population centers, all small governments face the same limitations of scale. Relatively small operations limit their ability to economize in some areas. Consequently, the unit costs of providing many services—whether maintaining a mile of paved road or supplying a thousand gallons of domestic water—are high as compared to larger governments.

Can We Afford It? Small budgets mean that most small local governments lack the flexibility to shift "marginal" dollars from one purpose to another. As a result, they often are forced to forego programs or service levels which are taken for granted in larger communities. Around-the-clock police patrols, for example, is a desired but unattainable goal for many small communities. It may mean expanding the police department from two or three to four or five officers, requiring a seemingly small or marginal increase in spending, but one which is beyond the capacity of a total budget of just a few hundred thousand dollars.

High Overhead. Another aspect of the fiscal inflexibility experienced by small governments is the relatively high costs of their "overhead" operations. Small governments have to devote disproportionately large shares of their budgets to basic housekeeping functions. These general or administrative purposes include central recordkeeping, collecting and disbursing revenues, building and facility maintenance, legal expenses and insurance coverage. At no other time has this been so strikingly apparent as in the past few years with the liability crisis and the escalation of insurance premiums. Insurance costs running as high as 10 percent of total spending are now not uncommon for small governments. The major consequence of such overhead expenses, of course, is that they reduce the ability to fund direct services.

Keeping Skilled Employees. Because of relatively low employee salaries, small local governments frequently are the "farm clubs" for larger jurisdictions. Workers in such skilled jobs as police work and sewer and water plant operations are attracted by higher compensation and more specialized assignments elsewhere, after acquiring their initial training and experience in the small community.

Revenue Base. Underlying all the other fiscal constraints is the limited revenue capacity of most small governments. Their communities generate relatively small amounts of property taxes and sales taxes and other public revenues.

spending patterns and priorities

The fiscal and other constraints that accompany small size affect the supply of public services in small communities. Spending patterns, documented in Census of Governments data, illustrate this point.

Across the board, small governments spend less on a per capita—as well as on an absolute—basis than large governments. Tables 4-1, 4-2, and 4-3, which compare the 1981-82 expenditures for several types of local governments, show these differences. Municipalities in communities of under 25,000 population spent on the average a little less than half of the expenditures of larger municipalities, for all purposes and in per capita terms. (Within this overall "small" category, per capita spending was lowest for the very smallest municipalities—those under 5,000 population apiece.) The differences among towns-townships and counties were not as great, although spending was less for smaller units within each governmental category.

Towns and townships—especially North Central or Midwestern townships—recorded lower spending levels than the less rural municipalities located in the same areas.

public service gaps

How good are local public services in rural areas and small towns? While opinion polls generally show that small community residents hold positive views about the responsiveness and performance of their local governments, some major service deficiencies are apparent. Often the simple unavailability—rather than the quality or amount—of a service is the problem. Thus according to the National Rural Community Facilities Assessment Study of 1982, many or most rural communities lack public water and wastewater systems, specialized hospital services, and adequate water supply for fire protection. Poor road and bridge conditions throughout rural America, as seen in weight restrictions and needed resurfacing, are also noted in this and other studies. (J. Norman Reid and others, *Availability of Selected Public Facilities in Rural Communities*, U.S. Department of Agriculture, Economic Research Service, March, 1984)

Relatively low expenditures by small governments in large part are due to limited budgets and revenues. They also reflect major citizen volunteer efforts, particularly in fire protection and park and recreation programs.

The tables also point to differences in priorities and emphasis. In relation to total budgets, smaller governments spent more than larger ones on streets and highways and on government administration. Smaller municipalities also gave relatively greater emphasis to police and sewerage programs, while spending relatively little on health programs, social services, and housing and community development.

These aggregate numbers, however, do not give a complete picture of public service patterns in small communities. For instance, they do not indicate who does what—how many governments of a particular type or population category provide a specific activity. Few small municipalities and towns and townships, for example, are involved in housing, health, and social service programs. On the other hand, landfills, libraries, community buildings, economic development, and other programs

Table 4.1

Big and Small City Spending, 1981-82

Top 10 Programs^a Ranked by Expenditure with Per Capita Amounts and % of Total Budgets

All Large Municipalities (≥ 5,000+ population)		All Small Municipalities (Under 25,000)		Smallest Municipalities (Under 5,000)	
1. Water & Other Utilities	\$178.67 pc (18.6%)	1. Water & Other Utilities	\$150.98 pc (30.4%)	1. Water & Other Utilities	\$134.88 pc (31.2%)
2. Hospitals, Health, Social Serv.	93.48 (9.7%)	2. Police	49.88 (10.1%)	2. Streets	45.42 (10.5%)
3. Police	80.80 (8.4%)	3. Streets	47.10 (9.5%)	3. Police	41.79 (9.6%)
4. Sewerage	48.95 (5.1%)	4. Sewerage	37.50 (7.5%)	4. Government Admin.	36.68 (8.5%)
5. Streets	48.46 (5.0%)	5. Government Admin.	35.20 (7.1%)	5. Sewerage	34.49 (8.0%)
6. Fire Protection	47.68 (4.9%)	6. Hospitals, Health, Social Ser.	22.47 (4.5%)	6. Hospitals, Health, Social Ser.	17.53 (4.0%)
7. Housing & Community Development	46.23 (4.8%)	7. Fire Protection	20.59 (4.1%)	7. Sanitation	13.79 (3.2%)
8. Government Admin.	44.07 (4.06%)	8. Sanitation	17.08 (3.4%)	8. Fire Protection	11.53 (2.6%)
9. Parks & Recreation	34.89 (3.6%)	9. Parks & Recreation	16.47 (3.3%)	9. Parks & Recreation	10.92 (2.5%)
10. Sanitation	24.91 (2.6%)	10. Housing & Community Development	7.79 (1.5%)	10. Housing & Community Development	3.16 (.7%)
\$89.1 Billion Total Expenditures		\$23.6 Billion Total Expenditures		\$7.5 Billion Total Expenditures	
\$955.85 per capita		\$495.17 per capita		\$431.15 per capita	
944 Municipalities		18,142 Municipalities		15,368 Municipalities	
93.2 Million Total Population		47.8 Million Total Population		17.4 Million Total Population	

Source: U.S. Census of Governments, 1982

a. Does not include education.

Table 4.2
Town and Township Government Spending 1981-82
Ranked by Expenditures with Per Capita Amounts and % of Total Budgets

Northeastern towns and townships ^a				All North Central townships ^b	
25,000+population		Under 25,000			
1. Education	\$100.00 pc (25.7%)	1. Education	\$120.97 pc (34.5%)	1. Highways	\$16.98 pc (33.1%)
2. Highways	41.05 (10.5%)	2. Highways	54.83 (15.6%)	2. Fire Protection	5.31 (10.3%)
3. Police	35.57 (9.1%)	3. Government Admin.	25.75 (7.3%)	3. Financial Admin.	4.98 (9.7%)
4. Water and Other Util.	23.80 (6.9%)	4. Police	25.68 (7.3%)	4. Police	3.01 (5.8%)
5. Government Admin.	23.06 (5.9%)	5. Water and Other Util.	22.00 (6.2%)	5. Welfare	2.39 (4.6%)
6. Sewerage	22.13 (5.6%)	6. Sewerage	17.76 (5.0%)	Other	18.58 (36.2%)
7. Parks and Recreation	19.34 (4.9%)	7. Fire Protection	12.10 (3.4%)		
8. Sanitation	18.83 (4.8%)	8. Parks and Recreation	7.60 (2.1%)		
9. Fire Protection	15.34 (3.9%)	9. Hospitals, Health, Social Services	7.45 (2.1%)		
10. Libraries	6.08 (1.5%)	10. Sanitation	6.19 (1.7%)		
Other	48.20 (12.4%)	Other	32.21 (9.2%)		
\$3.3 Billion Total Expenditures \$388.94 per capita		\$5.4 Billion Total Expenditures \$350.12 per capita		\$1.3 Billion Total Expenditure \$51.28 per capita	
157 Towns-Townships		3,994 Towns-Townships		12,587 Townships	
8.6 Million Total Population		15.4 Million Total Population		26.7 Million Total Population	

a. States of Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, and Pennsylvania

b. States of Ohio, Michigan, Indiana, Illinois, Wisconsin, Minnesota, North Dakota, South Dakota, Nebraska, Kansas, and Missouri.

Source: U.S. Census of Governments, 1982.

are much more widespread activities of small governments than the expenditures show. The programs of Midwestern townships in particular are incompletely represented by Census of Governments data, which show expenditures for only a few specific categories. Almost \$500 million of such expenditures, more than a third of total spending by Midwestern townships, was listed as "other and unallocable" for 1981-82.

rural public services: focus on roads, bridges

Small governments which serve rural or sparsely-settled areas spend less and provide fewer services than those located in population centers. Because they live in less congested surroundings, open country residents make relatively few demands on the local public sector. Rural households do more for themselves, providing what would be considered as public responsibilities in population centers—notably individual water supply, wastewater disposal, and recreation.

Above all other locally supplied public services, rural residents value their roads and bridges. Expenditure patterns reflect this. Midwestern and Mid-Atlantic townships and small county governments spend more on roads and bridges than on any other activity, while it is the second highest expenditure category (after K-12 education) for New England towns. Small local governments maintain 2.1 million miles of road, about 55 percent of the nation's total highway mileage.

It is understandable why rural people place so much emphasis on roads and bridges. They are both an economic and social necessity. Good roads and bridges provide a lifeline for isolated areas, a link to markets, jobs, education, medical care, shopping and other services for farmers, businesses and families. Giving access to so many other services and amenities, roads and bridges are the most fundamental public service in rural communities.

small government revenues

How are these services and facilities funded? Most general purpose local governments, in small and large communities alike, use a combination of revenue sources—property and other local taxes, other own-source revenues such as user fees and utility receipts, and intergovernmental funds from federal and state governments.

Small and large governments vary in the relative use of different revenue sources, as Table 4.4 indicates. Here major sources as percentages of total revenues are compared for different size categories and types of government, using Census of Governments data for 1981-82. Several patterns are apparent:

PROPERTY TAXES are used proportionately less by small governments than larger ones. Towns and townships rely more on property taxes than other types of governments.

OTHER LOCALLY-RAISED TAXES (sales taxes, business levies, etc.) are used less extensively by smaller governments. Very small portions of town and township revenues came from this source in 1981-82.

USER CHARGES AND MISCELLANEOUS REVENUES (interest earnings, etc.) are used more by small than large governments. They are used minimally by rural governments without water and sewer utilities.

FEDERAL AID presents a mixed pattern, with less use by small municipal and county governments than large ones. This was a slightly more important revenue item in 1981-82 for Midwestern townships than for other towns and townships. With the sharp reductions in federal aid in more recent years, this revenue source now represents a much smaller share of small government income, especially for towns and townships.

STATE FUNDS are used less by small municipalities and counties than larger ones. However, this was the most important revenue source for all size groups of counties in 1981-82. For towns and townships, it was the second top source (exceeded only by property taxes), with much of the state aid earmarked for rural roads and bridges.

Small local governments generally have fewer and less flexible reve-

keeping up with community needs

To keep up with community growth and to upgrade existing facilities, the 36,000 general purpose governments serving small communities throughout the nation spent \$5.2 billion on capital improvements in 1981-82. This was about \$74 for every man, woman, and child living in these communities. Town and township governments alone laid out \$1.1 billion for capital projects, according to U.S. Census of Governments data. Most of these funds were spent in three areas—roads and bridges (\$284 million), wastewater treatment and lines (\$240 million), and water supply (\$73 million).

Table 4.3

**Big and Small County Government Spending, 1981-82
Top 10 Programs Ranked by Expenditures with Per Capita Amounts
and % of Total Budgets**

Large Counties 100,000 + populations		Medium-Sized Counties 25,000-99,999		Small Counties Under 25,000	
375 Counties 135.9 Million Total Population \$46.6 Billion Total Expenditures — \$342.87 per cap		984 Counties 47.6 Million Total Population \$13.8 Billion Total Expenditures — \$289.49 per cap		1,682 Counties 20.1 Million Total Population \$6.7 Billion Total Expenditures — \$332.42 per cap	
1. Welfare	\$63.11 pc (18.4%)	1. Education	\$65.34 pc (22.5%)	1. Highways	\$72.08 pc (21.6%)
2. Education	39.74 (11.5%)	2. Hospitals	39.28 (13.5%)	2. Education	53.57 (16.1%)
3. Hospitals	34.37 (10.0%)	3. Highways	34.77 (12.0%)	3. Hospitals	51.21 (15.4%)
4. Government Admin.	24.10 (7.0%)	4. Welfare	26.85 (9.9%)	4. Government Admin.	33.06 (9.9%)
5. Highways	19.88 (5.7%)	5. Government Admin.	20.39 (7.0%)	5. Welfare	19.03 (5.7%)
6. Health	19.75 (5.7%)	6. Health	16.43 (5.6%)	6. Police	17.91 (5.3%)
7. Police	18.09 (5.2%)	7. Police	14.00 (4.8%)	7. Health	13.32 (4.0%)
8. Corrections	14.19 (4.1%)	8. Judicial & Legal	7.61 (2.6%)	8. Judicial & Legal	9.00 (2.7%)
9. Judicial & Legal	12.43 (3.6%)	9. Corrections	5.85 (2.0%)	9. Water & Other Utilities	5.31 (1.5%)
10. Water & Other Utilities	10.61 (3.0%)	10. Water & Other Utilities	4.40 (1.5%)	10. Corrections	4.71 (1.4%)

Source: U.S. Census of Governments, 1982.

nue sources than larger organizations. Towns and townships, for example, receive more than 65 percent of their total income from just two major sources—property taxes and state aid. At times the property tax is vulnerable to outside economic forces or the decline of core industries. Often dependent on single industries such as agriculture or mining, rural communities lack the economic diversity of larger places. They are more vulnerable to market and other outside forces, as seen in the distressed condition of many agricultural areas in the 1980s.

The much maligned property tax, however, has much to commend it as a revenue source for local governments. It is a stable source that continues despite immediate economic fluctuations; property remains even when business moves or declines. Through annual tax rate decisions (in the majority of states where this is possible), the property tax gives local elected officials the discretion to vary yields according to community conditions and budgetary needs. Yet the ability of individual governments to fund their programs in this way varies greatly, because of major differences from community to community in property values and in assessment practices. And because of the visibility of tax rate and assessment decisions, the property tax is unpopular in many places, leading local officials to be very cautious about tax rate increases.

For these reasons, and because of increases in other revenue sources, the property tax has steadily lost prominence over the years in the budgets of all forms and population sizes of local governments in the United States. However, it is still the dominant revenue source for towns and townships nationwide, providing 49 percent of their total income in 1981-82.

Capital improvement projects present a special funding problem to local governments. Construction or renovation of roads and streets, bridges, drainage systems, wastewater plants and lines, water supply systems, community buildings and other facilities is an expensive proposition, requiring larger one-time expenditures than annual budgets can provide. So governments usually fund capital improvements by going into debt—borrowing money through bond issues or other means and repaying the principal and interest over a period of time. Federal and state aid is also a major, although declining, source of capital funds.

Small local governments traditionally have been reluctant to borrow heavily and acquire debt. Other strategies for paying for public improvements are often preferred, including delaying projects until funds have accumulated and reducing construction costs through the use of volunteer labor and donated materials. Another major obstacle to taking on debt is the expense of borrowing faced by small governments. Small bond issues carry relatively high interest rates and high overhead costs. Funding techniques such as state bond pools and development fees have overcome some of these barriers, and small governments have greatly expanded their borrowing in recent years to fund capital improvements in support of economic development and other purposes.

fiscal stress in small governments

The economic vulnerability of thousands of rural localities surfaced dramatically in the early 1980s, as farm income and property values sharply dropped. Similar circumstances hit small communities dependent upon other single industries such as forest products in the Northwest and small manufacturing in all regions. Local government revenues thus were cut—a “double whammy” when combined with the major decreases in federal aid which occurred at the same time. At the same time, citizen needs and demands for local government programs did not correspondingly drop. The full impact on public services in small communities, however, still remains to be experienced, largely because of the delayed response of property tax collections to lower property values. Barring some major and unforeseen improvements in agriculture and other industries, and large amounts of new federal and state aid, the fiscal prognosis for many small local governments is a gloomy one for the near future.

Table 4.4
Where Local Governments Get Their Funds
Major Revenue Sources, 1981-82, as % of Total Revenue

	Municipalities			Towns and Townships			County Governments		
	Large 25,000+ Popul.	All Small Under 25,000	Smallest Under 5,000	Northeast ^a 25,000 Popul.	Under 25,000	All in North Central ^b	Large 100,000+ Popul.	Medium 25,000- 99,999	Small Under 25,000
Total Revenue (Billions)	\$91.488	\$24.004	\$7.653	\$3.288	\$5.413	\$1.523	\$47.451	\$14.215	\$6.953
Propty Taxes	17.2%	15.4%	13.4%	52.6%	49.3%	40.2%	26.4%	22.7%	28.2%
Other Taxes (sales, etc.)	15.4%	10.5%	9.1%	2.3%	4.2%	2.0%	8.0%	7.6%	4.8%
Charges and Misc.	18.3%	23.9%	24.7%	13.5%	11.9%	18.1%	20.5%	27.9%	28.4%
Utility Operations	15.4%	27.5%	27.8%	5.2%	5.5%	5.1%	1.4%	1.1%	.6%
Federal funds	9.9%	7.6%	9.0%	4.6%	5.2%	7.6%	6.4%	5.7%	6.1%
State Funds	17.5%	12.2%	13.2%	18.7%	21.7%	25.4%	33.4%	33.2%	30.6%
Outstanding Debt (Billions)	\$76.025	\$22.395	\$7.959	\$2.503	\$2.513	\$.471	\$30.377	\$10.003	\$4.289
% of Annual Revenues	83.1%	93.2%	103.9%	78.5%	46.4%	30.9%	64.0%	70.3%	61.6%

a States of Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, and Pennsylvania

b States of Ohio, Michigan, Indiana, Illinois, Wisconsin, Minnesota, North Dakota, South Dakota, Nebraska, Kansas, and Missouri.

Source: U.S. Census of Governments, 1982.

chapter 5

who's in charge? elected officials and others

"Ever since this continent was first settled the people have been exceedingly jealous of their right to control their own local affairs directly, instead of through the instrumentality of central, and more or less remote, authorities."

—Kirk H. Porter, *County and Township Government in the United States*, 1922, pp. 11-12.

The day-to-day work of small and rural governments is largely carried out by generalists, not specialists, as these examples from different sections of the nation suggest:

—A Michigan township supervisor assesses property for tax purposes, monitors the sewer lift station, and administers the zoning ordinance;

—The mayor of a small Wyoming city turns out daily to hose down the dusty streets, check the water tank, and respond to whatever correspondence the city has received;

—In many rural Ohio townships, the trustees themselves drive the snow plows, working long hours during storms to keep the roads clear; and

—In a rural Connecticut town, the first selectman, in addition to his regular duties, looks out for grant opportunities and deals with intergovernmental matters.

These examples may be unusual by big city standards, where governments employ many specialists. But the standard operating style in small towns is for elected officials to be personally involved in the details of service delivery and management. It is the common pattern where paid staffs and budgets are relatively small and full-time professional chief administrators are the exception.

Mayors, council or board members, and other elected officials in small governments thus are the administrators and managers of their governments, as well as the policymakers and leaders. Generally missing is the neat division of labor between those who legislate and those who manage, the pattern found in larger organizations. Small town elected officials cannot afford to specialize. They lack the resources to sit back and confine themselves to the "big picture"; they naturally immerse themselves in the operational details of government.

While driven by fiscal and organizational necessity, such hands-on involvement also satisfies a widely-held belief in how citizens should be represented by their elected officials in small communities. Local government becomes more familiar and accessible when its leaders are directly responsible for its procedures and products. Small-town citizens expect their elected officials to be in charge of the details as well as the big issues.

What does this mean in practice? Here we look at organization and process, at the matching of people and public tasks.

few employees, professional administrators, but . . .

The typical local government serving a small community is a small organization, with few, if any, salaried employees and little in the way of formal structure.

In fact, more than one in three general purpose local governments in the United States have no full-time employees at all. Another 40 percent of all 38,000 general purpose units (according to 1982 Census of

Governments data) are staffed by less than 24 employees apiece. (See Appendix A for national and state details.) Most towns, townships, and municipalities fit these categories. County governments on the average employ larger staffs, since they cover larger territories and deliver state-required services.

As a result of staff and budget limitations, small local governments lack the specialized expertise in programs and management that larger organizations take for granted. Few employ professional chief administrative officers (CAOs) to manage their operations, whether called city or town managers, executives, or administrators. Exact numbers are unknown, since appointed administrators in small governments often do not carry the titles or powers that are used to identify "professional" CAOs elsewhere. Many

small government administrators assist their elected governing boards as administrative coordinators and information providers, rather than operating as strong executives with independent control over budgets and personnel.

There are important exceptions to this pattern, of course. Perhaps most governments in the upper ranges of the "small" size category in this study—municipalities serving communities of about 7,500 or more, for example—have professional administrators and good-sized staffs. But they constitute a small minority, compared to the great many governments serving much smaller communities throughout the nation.

How then can a local government with few or no employees, little professional expertise, and a lack of trained management function in today's complex world? Quite well, in most cases, through the substitution of other resources for large numbers of specialized staff. Small local governments deliver many of the same services (in smaller quantities, of course) and perform many of the same functions as larger ones. The major difference lies in how these activities are carried out, in how people and jobs are combined.

those ZEGs

Scattered throughout the nation are 35,000 local governments and special districts without full-time employees. Political scientist Alan Schenker of the University of Wyoming calls them "ZEGs"—zero employee governments. About 13,800 are towns, townships, and municipalities, more than a third of all such general-purpose local governments in the United States. As Schenker writes in the September 1985, issue of *Small Town*, many of the ZEGs actively provide their very small communities with a range of municipal services. How do they do it? Largely through the time and skills of their mayors and other volunteers, Schenker reports.

elected officials and others

Small governments overcome the limitations of staff size and professional training by making extensive use of the time, energy, and skills of generalists in and out of public office. Elected officials are the most adaptable of these generalists. In many respects, they are the supreme "citizen volunteers" of their communities, people who devote far more time and attention to local public needs than their usually part-time positions and often meager wages would suggest. Elected officials in large places tend to limit themselves to a policymaking role. But the job of representing citizens in a small community is a much more expansive one. Small-community elected

officials are administrators as well as legislators, closely involved in program details as well as in broad policy matters.

Mayors, first selectmen, or other separately-elected executives in some communities are the principle administrators of their governments. But in most small governments, it is the governing board (city council, town selectmen, township trustees, county board of supervisors, etc.) which tends to administrative as well as policy tasks. The formal structure often dictates this pattern, in which mayors or board chairmen are not independently-elected, but are board members who take their turn in the top leadership position. Even "strong" or independent executives in small communities often share administrative responsibilities with their governing boards.

Governing boards usually practice a form of collegial administration, with members sharing management responsibilities through specific committee or individual assignments: One council or board member may oversee streets and drains,

420,000 strong

More than nine out of every ten elected officials in American government serve in small communities, according to U.S. Census of Governments data. With about 420,000 elected positions nationwide, small local governments (including school and special districts) offer their citizens considerable representation and numerous opportunities to serve in public office. Most positions are seats on legislative bodies, such as municipal councils and township boards. In relation to population, elected officials are especially numerous in rural and sparsely settled areas. The states of North Dakota, Vermont, South Dakota and Nebraska lead the nation in number of local elected positions per 10,000 populations—with ratios of 280, 151, 132, and 101, respectively.

another supervises parks and recreation activities, and a third member specializes in personnel and finance matters. Depending on the availability and number of full-time employees, such responsibilities for the elected official may involve more of an oversight and coordination role than direct participation in service delivery. As administrators, individual board members seldom exercise independent authority. Rather, they act as agents of the entire governing board. The board collectively, not its individual members, makes formal decisions, such as hiring and firing employees, approving budgets, spending funds, and approving contracts.

Elected officials who become administrators obviously have to develop some expertise in managing specific programs and procedures. Much knowledge is acquired on the job. Councilmembers in some small municipalities, for example, learn a great deal about intergovernmental negotiation, public works technology, and project finance as a result of intense exposure to the wastewater projects required by federal-state clean water mandates. Many elected officials also come to public office with useful skills and knowledge learned from private occupations and community activity. It is not unusual to find on a governing board, members with useful and transferable skills in public works, personnel procedures, finance and other areas.

Nevertheless, there are limits as to how much expertise elected officials themselves can provide. They do not possess all of the special information and skills that even the smallest of local governments require in today's complex world. While some small-town officials are able to devote considerable time to their public tasks because of retirement or a flexible occupation, most are restricted by private jobs and family obligations. Fortunately, they can turn to others for advice, technical assistance and administrative help, including the following:

The Clerk. Often elected, clerks in municipal, town, township and county governments are the principal and frequently the only staff to governing boards—preparing agendas and minutes of meetings, handling correspondence, and collecting information. The clerk is a central figure in most small local governments, because of her or his record-keeping and reporting duties and daily contact with other officials, employees, and citizens. Clerical activities in this setting often slide into administrative responsibilities.

Key Employees. Small governments with paid employees frequently depend on senior workers in certain areas to supervise others and provide specialized information. Whether or not the organization is big enough to give them titles as department "heads" or "foremen," their experience makes them invaluable advisers and deputies to the elected officials.

Attorneys and Engineers. Virtually all local governments need legal and engineering assistance to avoid or handle litigation and draft contracts and ordinances, and to design or supervise public works projects and activities. Usually lacking such expertise among regular staff, small governments tend to employ attorneys and engineers as part-time consultants.

Outside Expertise. For other types of expertise and assistance not ordinarily available on staff or within their communities, small local governments sometimes turn to outside agencies. Included are state government departments, cooperative extension services, other state university and college programs, regional agencies, private consultants and others.

Small governments mix and match these resources of personnel and expertise in numerous ways. Specific job descriptions rarely define exactly or limit what people do within small governments. Rather, positions are combined with tasks in a flexible and adaptable manner. Handling multiple duties is the norm. Clerks prepare budgets, part-time attorneys advise governing boards on more than strictly legal matters, and engineers help their small government clients on planning and land use issues as well as public works operations.

citizens as volunteers and other participants

This flexible matching of people with tasks reaches into the broader community. Citizen volunteers are an intrinsic part of local government operations in small communities. More so than in larger places, ordinary citizens without official positions are directly involved in service delivery, building and maintaining community facilities and otherwise contributing to public programs.

The classic case is the volunteer fire department. Citizen volunteers provide fire protection for the great majority of small communities throughout the nation. Summoned to fight fires from their jobs and homes, volunteers are specially trained, clothed, and equipped for this

look for the generalist

Looking for the risk manager? Finance director? Or purchasing agent? If it's a small local government, you will not find a specialist with just this title and responsibility. You should look, rather, for the generalist who wears a variety of hats. Usually he or she is an elected official, such as the selectman, mayor, council member, trustee, supervisor, or clerk. Even the professional administrator in the small government is a generalist with multiple duties.

dangerous work. Usually, the local government funds the fire house, trucks, equipment, and operations (fuel, insurance, training and per call stipends, etc.), while the volunteers provide the labor.

Other public services widely provided by citizen volunteers in small communities, wholly or in part, include the following:

- Park construction and maintenance.
- Sports and other recreation programs.
- Emergency medical services.
- Public libraries.
- Traffic control and other law enforcement backup.
- Community cleanup drives.

Citizen volunteerism raises certain issues and conflicts, including problems of liability and insurance coverage and tensions over the control of particular programs. But undoubtedly it is a vital resource for small communities. The costs of public services are thereby lowered. Less tangibly but just as important, citizen volunteers add to community identity. By serving their neighbors and directly helping to make local government work, they strengthen local democracy.

Volunteerism is but one form of citizen participation. As local governments are small and visible organizations, the distance between government and other aspects of community life in rural areas and small towns is minimal. Citizens are closely linked to government and their participation in local politics is a natural and everyday happening. They do not find it necessary to wait until the next election or the next governing board meeting to express views or seek change. Instead, elected officials are near at hand and convenient targets for criticisms, problems, approval, and proposals.

Such accessibility reflects the status of elected officials as citizen-officeholders. As part-time officials in most cases, who hold down private jobs and are otherwise involved in numerous community activities, they are not isolated from others by formal titles and responsibilities. Holding public office in the small community is often seen as an obligation and civic virtue. In some places, active citizens regularly rotate among government and other community positions.

The most vivid and formal expression of citizen politics is the New England Town Meeting, the venerable institution that more than anything else symbolizes local democracy in America. Annual and special town meetings in most parts of the six New England states give citizens a direct role in legislating. Town meetings select officials, pass budgets, approve new programs and organizational changes, and deliberate policies.

Except in the few places that have limited or representative town meetings (composed of elected delegates), town meetings are open to all registered voters. Participation as a proportion of total voters is generally highest in the smallest communities, according to political scientist Joseph Zimmerman. The appeal of this institution extends beyond New England in less official ways; small communities elsewhere and even big city neighborhoods at times hold informal "town meetings" to air public issues.

the style of small community government: a recapitulation

Small-town governments are much more than miniature versions of larger municipalities. They differ in qualitative as well as in quantitative terms, in how they function as well as in size of staff, budget and organization.

The work of elected officials as administrators as well as legislators, the flexible mixing and matching of roles with jobs, extensive citizen volunteerism in public programs are characteristics of an informal and personal style of government. Informality characterizes the ways in which small community officials decide policies, manage programs, and represent constituents. They rely heavily on common sense, intimate knowledge of their communities and attention to detail.

An informal and personal style in many ways is an asset for small local governments, maintaining the close ties between citizens and public programs and policies. But it can also be a liability, if it leads to complacency and a preservation of the status quo. Small as well as large governments are confronted by problems that demand new solutions and techniques. Informality need not be a barrier to governmental change, however. Small government leaders can still pay attention to people and community traditions, while seeking to become better managers and policymakers through training, new information and assistance from outside sources.

chapter 6

the federal connection

"The right of local self-government is among the hardest of American traditions."

—Roscoe C. Martin, *The Cities and the Federal System*, 1965, p. 32.

While small local governments are primarily community institutions, serving and representing their citizens, they have been called upon increasingly to act as instruments of national and state policy. The state connection is a longstanding one, especially for area wide governments such as counties. The federal connection, on the other hand, is a relatively new development, emerging only in the past two decades.

Before the late 1960s very few small town, township, and municipal governments had any direct and ongoing links with national government programs and policies. Beginning at that time and through the early 1970s, the small governments were brought into the federal system by a host of new fiscal aid and mandate programs. General Revenue Sharing (GRS), enacted in 1972 and extending fiscal assistance to all general purpose governments regardless of size, was the centerpiece of this new involvement.

The era of extensive federal aid opportunities for small governments is now over, less than 20 years after it began. Since the termination of GRS in 1986 and the recent elimination or sharp decline of other grant and loan programs, few small local governments any longer receive fiscal assistance from Washington. Yet in other respects the federal connection for these governments and their communities remains a strong one; they continue as the subjects of a variety of mandates and other national requirements. Federal-small government relations today are marked by little money but many obligations.

How have small governments fared up to now in the federal system? National programs and policies have brought to small communities a mixture of benefits and hardships, as this brief review of recent and current trends points out.

federal aid fluctuations

Only about 7,000 local governments—less than one in five of the 39,000 total nationwide—now receive federal aid in any one year. They share (as of fiscal year 1987) a total of about \$2.5 billion in annual fiscal assistance (grants and loans), according to estimates of the National Center for Small Communities.

Numbers of recipients and amounts of aid are both down sharply from past years. The \$2.5 billion in annual aid now allocated to small governments is less than half of the estimated \$5.3 billion distributed yearly in the late 1970s. It is only about 35% of that amount when inflation is considered.

Until 1986, all small general purpose governments received federal funds regularly under General Revenue Sharing. Many also took part in other assistance programs, in most cases one-time grants or loans for capital improvement projects. This substantial federal assistance for small governments and their communities originated in the late 1960s and early 1970s, when the national government turned its attention to economic development and public works in rural areas. Rapidly increasing through the mid-70s, federal aid peaked in the last years of that decade and has declined since.

With the demise of revenue sharing, only about 20 percent of the 39,000 American local governments have a direct financial relationship with the federal government. In any one year, 5,000 - 6,000 participate in the next five largest federal assistance programs which are "targeted" to small localities.

Most county governments of all sizes continue to receive federal funds, directly or through state governments, because of their involvement in health and social service programs. Only a small minority of municipal, town and township governments under 25,000 population, however, are able to participate in the remaining grant and loan programs that support community improvements. Most such recipients in any one year

Table 6.1
Continuing Mandates and Other Federal Obligations
on Local Governments, Including Small Units

1. **CLEAN WATER REQUIREMENTS**—cities and other municipal wastewater dischargers are required to comply with federal effluent standards, as administered by state governments and supervised by EPA. (Federal Water Pollution Control Act, as amended in 1972)
2. **GROUND WATER PROTECTION**—local governments are required to protect drinking water supplies with regulations administered by state governments. (Safe Drinking Water Act of 1974 as amended)
3. **SOLID WASTE DISPOSAL**—local governments, either as generators or handlers of the waste in landfill operations, are liable for disposal of hazardous and other wastes. (Resource Conservation and Recovery Act of 1976 as amended)
4. **PERSONNEL**—new requirements concerning overtime compensation and other personnel matters and procedures, in response to the Supreme Court Garcia decision of 1985, affect all local governments with employees. Some provisions concern volunteers. (Fair Labor Standards Act of 1938 as amended)
5. **FLOOD PLAIN DEVELOPMENT RESTRICTIONS**—local governments of communities participating in the national flood insurance program are required to control development in flood-prone areas. (National Flood Insurance Act of 1968 as amended)
6. **PREVAILING WAGES**—local governments must pay prevailing wages (frequently based on metropolitan patterns) on federally assisted construction projects. (Davis-Bacon Act of 1931 as amended)
7. **MEDICARE**—local governments must contribute Medicare payments for employees hired after March 31, 1986. (1986 Deficit Reduction Act)
8. **ELECTION PLACES**—local governments must provide access to elderly and disabled voters at a reasonable number of election places in a community. (Voting Accessibility For The Elderly and Handicapped Law of 1986)
9. **CONDITIONS OF AID**—local governments receiving grants and other federal aid must meet a number of conditions concerning non-discrimination, environmental protection, public participation, administrative and accounting procedures, etc. (Various acts of Congress)
10. **LITIGATION**—increasingly and regardless of size, local government immunities and procedures are challenged in legal suits based on federal legislation such as the Civil Rights Act of 1871 as amended.
11. **ADMINISTRATIVE ACTIVITY**—whether intentional or not, national government agencies often take actions that restrict or threaten local government powers or autonomy. Recent examples include FCC rulings restricting local regulations on cable television and the intervention of the Justice Department (Solicitor General) in Supreme Court cases involving local land use controls.

Sources: U.S. Advisory Commission on Intergovernmental Relations, *Regulatory Federalism: Policy, Process, Impact and Reform* (Washington, D.C., 1982), U.S. Office of Management and Budget, *Directory of Policy Requirements and Administrative Standards for Federal Aid Programs* (Washington, D.C. 1985); and other information provided by the National Association of Towns and Townships.

are aided by the "small cities" portion of one Community Development Block Grant program and by Environmental Protection Agency grants and loans for wastewater plant improvements. Fewer governments participate in the remaining programs which have lower funding levels: Farmer's Home Administration grants and loans for rural community facilities, Economic Development Administration public works grants, and Urban Development Action grants for job creation projects (eliminated in 1988). Such aid programs are highly competitive, requiring extensive planning and paperwork. By contrast, large municipalities have access to a more extensive list of federal assistance programs, including entitlement grants.

continuing mandates and obligations

While federal funds for all local governments have sharply declined, federal mandates and other obligations continue in force. Of course, fewer aid programs also mean fewer mandates imposed locally as conditions for receiving grant and loan dollars. There are many other continuing requirements, however, which are unrelated to the receipt of federal dollars.

Limited size and organizational resources do not give small local governments immunity from such demands. Table 6-1 identifies a number of federal mandates and other requirements which apply to small as well as large governments. Some requirements are the direct result of legislation mandating local governments to carry out national standards, such as environmental water quality. Others are the indirect effects of judicial and administrative actions, which limit in one way or another the authority and practices of local governments.

Intergovernmental requirements strike particularly hard at local governments with small budgets and limited staff. Small governments incur relatively high costs in complying with federal demands, even if compliance only means added paperwork. A case in point is the recent application to local governments of the national Fair Labor Standards Act, as a result of the *Garcia* decision of the Supreme Court. Although the most potentially restrictive effects of the decision—those dealing with volunteers and overtime compensation—were reduced or eliminated, personnel practices and record keeping in small governments have been greatly affected.

local impacts

An overall view of the 20-year record of small government experiences with federal programs shows a pattern of mixed effects. From the perspective of small town officials and citizens, the federal connection brings both benefits and burdens, when the impacts of fiscal assistance, management requirements and mandates are all considered.

Hardships and costs often accompany federal programs. Grant programs and mandates alike make demands on local procedures, staff and elected officials' time, and budgets. More severe are intergovernmental impositions that change the program and policy directions of local governments, moving them into areas that may not be supported by constituents. A questionable practice for some small governments in the past was the extensive preoccupation with grantsmanship. Attracted by the smell of big bucks, they diverted scarce resources—that otherwise could have been spent on improving internal management or services—into an aggressive hunt for federal and state dollars. Frustration rather than financial reward was often the result, especially as federal aid declined after the late 1970s.

In the long run, however, many small governments can point to beneficial and enduring results of the federal experience. Most evident are the extensive public works and service improvements purchased with federal aid. Even the clean water program, established in 1972, as costly and technologically difficult as it has been to implement, has been beneficial in this sense. This combination of federal regulations and dollars intended to reduce water pollution has helped more than 12,000 small communities (with daily sewerage discharges of less than one million gallons apiece) to construct new or improved wastewater treatment plants. Besides resulting in cleaner waterways nationwide, the wastewater projects brought health and economic development gains to numerous communities.

Less tangible are the effects of federal programs on the practices and organization of small local governments. Local officials often learn a great deal from their compliance with federal requirements and procedures, developing new skills and sources of information. Planning, citizen participation, and accounting and auditing requirements have improved local administration and policy making in many instances.

Such impacts of course vary from community to community. While the recent federal experience has probably produced more change in small government operations in the United States than any other single development in recent decades, this has not happened in all communities.

A more basic local effect of intergovernmental programs, whether federal or state, is how they encroach on the political autonomy and self-government of small communities. How serious is the loss of local independence? It depends on how local officials and community leaders perceive and use federal and state programs. If treated as a tool for carrying out community priorities, intergovernmental programs may not permanently alter local control and may in fact enhance it. On the other hand, the local priorities themselves are sometimes changed by the outside funds and mandates.

the continuing connection

It seems clear that the federal connection for small governments will not disappear, despite decreases in fiscal aid. As long as Congress and other Washington policymakers continue to identify domestic problems that require national solutions, the system of state and local governments will be used to implement those policies and programs. Small local governments, because they serve millions of Americans scattered throughout the nation, are an essential part of that intergovernmental network.

The key issue is how the small governments will be used in the continuing arrangement. They can be willing and able partners in the federal system; to be effective partners, however, fiscal and administrative support from the federal government will be required. This support can be through mandate reimbursements and/or the development of more realistic regulations through comprehensive application of the Regulatory Flexibility Act of 1980.

chapter 7

looking to the future: small government from the bottom up

"Small-community government continues, even in large urban areas, because, quite frankly, that is the way people want it."

—James M. Banovetz, *Small Cities and Counties: A Guide to Managing Services*, International City Management Association, 1984, p. 3.

There is no "typical" small local government, as there is no "typical" small community. In organization, activity, style, and finances, the governments of rural and small town America are as diverse as the people and localities they serve. The 36,000 small towns, townships, municipalities, and counties are far more varied in shape and behavior than the few local governments which serve communities larger than 25,000 population.

In common, however, the 36,000 small governments have relatively tiny organizations and limited resources, important features which set them apart from the larger governments. Small size is both a liability and an asset. On the one hand, it usually means an inflexible budget, few if any employees and professional administrators, and a high degree of vulnerability to outside forces. On the other hand, small size is an inducement for citizen participation and control. It encourages personal involvement in programs and policies, frequently a substitute for the more scarce resources of money and expertise, as we see especially in the work of elected officials and citizen volunteers.

Small size is hardly an asset, however, in the arenas of intergovernmental policymaking. National and state policies and programs are generally driven by quantitative data, which measure the significance of local public sectors by the sizes of budgets and organizations. This is a top-down approach which views small community governments as miniature and less useful versions of larger governments. Their unique circumstances and qualities are overshadowed by other and more dominant features of the nation's local government landscape.

Small governments cannot be understood well without a bottom-up approach, one that looks closely at local circumstances and variations from a qualitative as well as quantitative perspective. This is a view that goes beyond numbers to consider the processes, people, goals, and performance of small governments. To rely excessively on data about expenditures and government size, in particular, is to ignore the public priorities of small communities and how they are reflected in government activity. Quantitative measures also say nothing about the work of small governments in representing and giving political voice to their citizens, a function as valued in some places as the job of providing public services.

While they may be ignored by the centers of political power, small local governments have a major role in American society. A sure measure of their continuing importance is the large increase in public service activity in recent years. Small governments are now more active than ever before, responding to rising citizen expectations, population growth in many rural areas, and the implementation of federal and state programs.

Such signs point to a vital future for America's small local governments. They will continue to be valued as institutions which deliver public services to millions of Americans, represent these citizens in small and often overlooked localities, and act as agents of national and state policy.

This is a future clouded by numerous uncertainties, however. Approaching the 1990s, the major challenges are fiscal, personal, organizational, and technical. Ways must be found in individual communities to expand revenue bases, deliver public services more effectively, make better use of the time and energy of part-time elected officials, and extend citizen volunteerism. Facing increasingly more complex problems, small governments need to build technical and administrative expertise—but without losing the personal involvement of officials and citizens.

The appropriate solutions by and large are local ones, tailored to particular community situations. There is a part here to be played by outside sources of assistance, but in ways which are sensitive to small community

circumstances. No doubt, federal as well as state programs will continue to have a major impact on these communities and their governments. But the influence and lessons should flow in the other direction as well. Small local governments are a counterbalance to the tendencies of centralization in the federal system. As strong community institutions, they have much to give to American democracy.

appendix a

national summary and individual state patterns

The following pages present detailed information for each of the 50 states, and a national summary, on local government organizations, activities, finances, elected officials and employment. Also included is information on population characteristics, farms and farm acreage, housing conditions, road mileage, schooling, income, and related patterns. Information sources are listed in Appendix B. As well as published materials, the sources include persons in most of the states who provided invaluable details about local government organization and functions.

population in small communities

Several population measures, based on different Census categories, are presented for each state:

RURAL—residents of places under 2,500 population and open country areas. ("Urban" includes persons who live in incorporated and other population centers with 2,500 or more residents.)

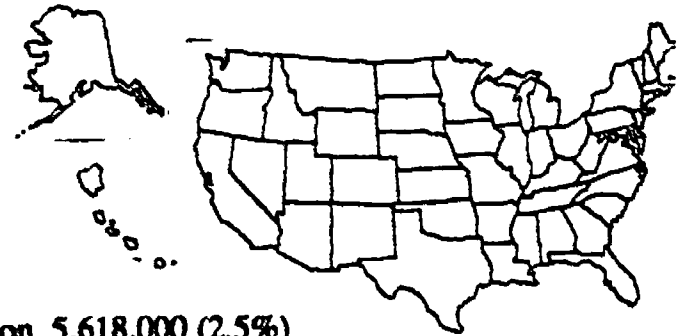
SMALL URBAN PLACES—residents of incorporated and other population centers, with populations of between 2,500 and 25,000 apiece.

NONMETROPOLITAN—residents in areas outside "Standard Metropolitan Statistical Areas." Each of the more than 300 SMSAs in the nation covers one or more counties and is centered around a central city (or two adjacent cities) of at least 50,000 population.

"Rural" and "nonmetropolitan" are overlapping categories. Most metropolitan areas contain rural territory and numerous small communities in addition to the urbanized regions around their core cities. Likewise, nonmetropolitan areas throughout the nation include a profusion of "urban" places (over 2,500 population) and even some "large" communities (more than 25,000 residents).

Overlapping populations are also characteristic of the local government patterns in most states. Since many persons live within the boundaries of more than one kind of general purpose government (towns-townships, municipalities, counties), combined population totals of separate forms of governments frequently exceed state totals.

UNITED STATES SUMMARY



Total Population (1980): 226,546,000
Rural 59,495,000 (26.3%)
Small Urban Places 52,373,000 (23.1%)
Nonmetropolitan 57,115,000 (25.2%)

Farm population 5,618,000 (2.5%)
2,433,000 farms, 1,039 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	5.9%	1.6%	Road mileage	3,217,300	622,300
Housing with public water supply	39.3%	97.0%	Hshlds with Soc. Sec. Income	27.6%	25.3%
Housing with public sewer	23.2%	91.4%	Median age	30.1	29.9
Persons per hospital bed	245*	216**	Per capita income	\$6,322	\$7,645
(nonmetro* and metro**)			Families under poverty level	10.6%	9.2%

Local Government Forms

See individual state pages.

Small Government Patterns (1981-82)

Among the 38,851 (16,734 towns and townships, 19,086 municipalities, 3,041 counties) general purpose local governments, 36,231 (93.3%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNS & TOWNSHIPS	16,417	(98.1%)	32,052,999	\$ 6.9 bill.*	(\$3.3 bill.)*	\$6.7 bill.*
MUNICIPALITIES	18,142	(95.1)	47,832,000	24.0 bill.	(3.7 bill.)	23.7 bill.
COUNTIES	1,682	(55.3)	20,129,000	6.9 bill.	(1.9 bill.)	6.7 bill.

(*Includes data for all Midwestern townships)

Top ranking functions, according to expenditures, were:

Towns & Townships* 1) highways 2) police protection 3) water supply
Municipalities 1) water supply 2) police protection 3) sewers
Counties 1) roads 2) hospitals 3) police protection

*K-12 education is the top expenditure function of town governments in four New England states.

Organization and Elective Office

See individual state pages.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNS & TOWNSHIPS	116,706	(7.1)	9,734 (58.2%)	5,904 (35.2%)	93.4%
MUNICIPALITIES	127,450	(7.0)	4,072 (21.3%)	9,836 (51.6%)	72.9%
COUNTIES	34,796	(20.7)	5 (0.16%)	103 (3.4%)	3.6%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

ALABAMA



Total Population (1980): 3,894,000
Rural 1,556,000 (39.9%)
Small Urban Places 969,000 (24.9%)
Nonmetropolitan 1,479,000 (37.9%)

Farm population 88,000 (2.3%)
59,000 farms, 12 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	10.2%	1.9%	Road mileage	73,600	13,900
Housing with public water supply	51.2%	98.4%	Hshlds with Soc. Sec. Income	30.0%	27.8%
Housing with public sewer	10.7%	80.6%	Median school years	11.5	12.4
Persons per hospital bed	239*	173**	Per capita income	\$5,125	\$6,406
(nonmetro* and metro**)			Families under poverty level	16.5%	13.6%

Local Government Forms

MUNICIPALITIES are Cities and Towns, the latter generally serving communities under 2,000 population. Cities and towns have virtually identical powers, although some procedures differ.

COUNTY governments cover all parts of the state. As well as judicial and record-keeping functions, counties provide highways, hospitals, social services, health services, police protection, and solid waste disposal.

Small Government Patterns (1981-82)

Among the 500 (433 municipalities, 67 counties) general purpose local governments, 445 (88.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	418	(96.5%)	1,083,000	\$659 mill.	(\$22 mill.)	\$707 mill.
COUNTIES	26	(38.8)	440,000	68 mill.	(10 mill.)	62 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) streets
 Counties 1) highways 2) financial administration 3) police protection

Organization and Elective Office

MUNICIPALITIES: Most are Mayor-Council, with Council-Manager and Commission options also available. Council of 5 or more members, usually elected at large in smaller communities. Separately-elected Mayor.

COUNTIES: County Commission of usually 5 members elected at large, with district residency in some cases. Individual elective offices--Clerk of Circuit Court, Constables, Coroner, Judge of Probate Court, Sheriff, etc.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	2,416	(5.8)	64 (14.8%)	234 (53.9%)	68.7%
COUNTIES	327	(12.6)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

ALASKA



Total Population (1980): 402,000
Rural 143,000 (35.6%)
Small Urban Places 88,000 (21.9%)
Nonmetropolitan 227,000 (56.4%)

Farm population 1,000 (.2%)
Less than 500 farms, 2 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	30.3%	2.4%	Road mileage	7,400	1,300
Housing with public water supply	38.1%	86.3%	Hshlds with Soc. Sec. Income	10.1%	6.9%
Housing with public sewer	29.3%	88.3%	Median school years	12.7	12.9
Persons per hospital bed	461*	294**	Per capita income	\$8,765	\$10,983
(nonmetro* and metro**)			Families under poverty level	13.1%	6.3%

Local Government Forms

MUNICIPALITIES include Home Rule, 1st Class, 2nd Class and Development Cities. 1st Class and Home Rule Cities have 400 or more permanent residents apiece. 2nd Class Cities generally have smaller populations. Development Cities are established by the state in uninhabited areas where future development is planned.

BOROUGHES are similar to county governments elsewhere. Not covered by the 8 boroughs are areas within the state's "Unorganized Borough" and 3 consolidated City-Borough governments. Parts of the state are organized as Alaska Native Regional Corporations. Boroughs provide education, roads, planning, sewers, and other services.

Small Government Patterns (1981-82)

Among the 150 (142 municipalities, 8 Boroughs) general purpose local governments, 147 (98.0%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	141	99.3%	136,000	\$586 mill.	(\$24 mill.)	\$590 mill.
BOROUGHES	6	75.0	45,000	325 mill.	(119 mill.)	433 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) K-12 education 2) police protection 3) sewers
Boroughs 1) K-12 education 2) highways 3) sewers

Organization and Elective Office

MUNICIPALITIES: Council-Manager and Mayor-Council options, with appointed Administrator in most cities. Council of 6-7 members, elected at large. Separately-elected Mayor in 1st Class cities. Elective School Board and Public Utility Board in some cities.

BOROUGHES: Assembly of 5-11 members elected at large. Separately-elected Mayor. Elective School Board of 5-7 members. Appointed Administrator in most boroughs.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,025	(7.3)	36 (25.4%)	74 (52.1%)	77.5%
BOROUGHES	104	(17.3)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

ARIZONA



Total Population (1980): 2,718,000
Rural 439,000 (16.2%)
Small Urban Places 405,000 (14.9%)
Nonmetropolitan 678,000 (24.9%)

Farm population 14,000 (.5%)
8,000 farms, 38 million farm acres

Rural-Urban Distinctions:

	rural	urban
Housing without complete plumbing	12.0%	0.9%
Housing with public water supply	73.5%	99.1%
Housing with public sewer	27.0%	90.9%
Persons per hospital bed	366*	255**

(nonmetro* and metro**)

	rural	urban
Road mileage	67,400	8,900
Hshlds with Soc. Sec. Income	26.7%	26.5%
Median school years	12.4	12.7
Per capita income	\$5,547	\$7,329
Families under poverty level	16.2%	8.3%

Local Government Forms

MUNICIPALITIES include Cities and Towns, with towns generally serving smaller communities and cities found in places of 3,000 population or more. No differences in basic powers or organization, although only cities can adopt charters. Incorporation as a town requires a minimum population of 1,500.

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, counties provide police protection, social services, highways, and health services. Some counties in sparsely-settled areas operate K-12 schools.

Small Government Patterns (1981-82)

Among the 90 (76 municipalities, 14 counties) general purpose local governments, 70 (77.7%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	67	(88.1%)	317,000	\$161 mill.	(\$12 mill.)	\$154 mill.
COUNTIES	3	(21.4)	55,000	14 mill.	(4 mill.)	14 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) streets
 Counties 1) welfare 2) highways 3) health

Organization and Elective Office

MUNICIPALITIES: Council-Manager arrangement in most communities with a few Mayor-Council municipalities. Council of 7 members, usually elected at large. Separately-elected Mayor in most communities.

COUNTIES: Board of Supervisors of 5 members elected by district. Individual elective offices--Assessor, Attorney, Clerk of Superior Court, Justices of the Peace, Sheriff, Superintendent of Schools, Superior Court Judge, etc. Appointed Administrator in most counties.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**	
	Total	(Average per govt)	0 Employees	Percent of all Governments
MUNICIPALITIES	402	(6.0)		
COUNTIES	67	(22.3)	27 (35.5%)	35.5%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

ARKANSAS



Total Population (1980): 2,286,00
Rural 1,107,000 (48.4%)
Small Urban Places 598,000 (26.2%)
Nonmetropolitan 1,390,000 (60.8%)

Farm population 108,000 (4.7%)
59,000 farms, 17 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	8.6%	2.2%	Road mileage	69,500	7,500
Housing with public water supply	47.4%	98.5%	Hshlds with Soc. Sec. Income	34.3%	30.8%
Housing with public sewer	19.8%	92.5%	Median school years	11.9	12.4
Persons per hospital bed	234*	163**	Per capita income	\$5,001	\$6,191
(nonmetro* and metro**)			Families under poverty level	16.5%	13.3%

Local Government Forms

MUNICIPALITIES are 1st Class Cities (generally 2,500 residents or more), 2nd Class Cities (500-2,499), and Incorporated Towns (generally less than 500). Different classes have similar powers and responsibilities, although some organizational features vary. No minimum population requirement for incorporation.

COUNTIES cover all areas of the state. Some counties maintain two districts with separate county seats for judicial and administrative purposes. As well as judicial and record-keeping functions, counties provide hospitals, highways, police protection, and health services.

Small Government Patterns (1981-82)

Among the 548 (473 municipalities, 75 counties) general purpose local governments, 510 (93.0%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	463	(97.9%)	821,000	\$286 mill.	(\$12 mill.)	\$258 mill.
COUNTIES	47	(62.7)	674,000	113 mill.	(17 mill.)	112 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) streets 3) police protection
 Counties 1) hospitals 2) highways 3) police protection

Organization and Elective Office

MUNICIPALITIES: Most are Mayor-Council. Council-Manager and Council-Administrator options available to municipalities of 2,500 population or more. Council of 4 or more members (Aldermen, Councilmembers, or Directors) usually elected at large in smaller municipalities. Separately-elected Mayor, except in Council-Manager and Administrator cities. Other elective offices (Clerk, Collector, Recorder, Attorney, Judge) depending on classification.

COUNTIES: Quorum Court composed of the separately-elected County Judge and several Justices of the Peace. Individual elective offices--Assessor, Circuit Court clerk, Coroner, Constables, and Sheriff.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	3,992	(8.5)	149 (31.5%)	244 (51.6%)	83.1%
COUNTIES	2,514	(53.4)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

CALIFORNIA



Total Population (1980): 23,668,000
Rural 2,060,000 (8.7%)
Small Urban Places 3,970,000 (16.8%)
Nonmetropolitan 1,199,000 (5.0%)

Farm population 176,000 (.7%)
81,000 farms, 34 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	2.8%	1.2%	Road mileage	110,300	63,700
Housing with public water supply	57.8%	99.3%	Hshlds with Soc. Sec. Income	26.5%	21.7%
Housing with public sewer	30.0%	95.2%	Median school years	12.6	12.8
Persons per hospital bed	329*	283**	Per capita income	\$ 7,581	\$8,363
(nonmetro* and metro**)			Families under poverty level	8.7%	8.7%

Local Government Forms

MUNICIPALITIES are Cities. They are not classified by population and there are no minimum population requirements for incorporation. A few municipalities are called "towns", a popular designation without specific legal meaning. Charter status is available to all municipalities.

COUNTIES cover all areas of the state except for the consolidated City-County of San Francisco. They provide extensive services including justice, record-keeping, hospitals, health, highways, police protection, social services, land use control, and libraries. Charter status is available to all counties.

Small Government Patterns (1981-82)

Among the 485 (428 municipalities, 57 counties) general purpose local governments, 280 (57.7%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	266	(62.1%)	2,409,000	\$1,179 mill.	(\$159 mill.)	\$1,148 mill.
COUNTIES	14	(24.6)	193,000	178 mill.	(31 mill.)	180 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) police protection 2) streets 3) sewers
 Counties 1) welfare 2) highways 3) hospitals

Organization and Elective Office

MUNICIPALITIES: Council-Manager, Mayor-Council, and City Administrator options, with appointed Administrator in most cities. City Council of usually 5 members, elected at large in most cases. Separately-elected Mayor in a few cities. Elective City clerk and Treasurer in some small cities.

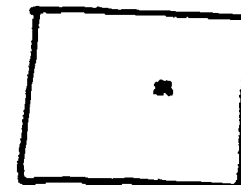
COUNTIES: Board of Supervisors of 5 members, elected by districts. Individual elective offices--Assessor, Auditor, County Clerk, Justice or Municipal Court Judge(s), Recorder, Sheriff, Superintendent of Schools, Superior Court Judge(s), and Tax Collector-Treasurer. Appointed Administrator in most counties.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Government
MUNICIPALITIES	1,678	(6.3)	1 (.2%)	76 (17.7%)	17.9%
COUNTIES	426	(30.4)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

COLORADO



Total Population (1980): 2,890,000
Rural 560,000 (19.4%)
Small Urban Places 495,000 (17.1%)
Nonmetropolitan 553,000 (19.1%)

Farm population 59,000 (2.0%)
27,000 farms, 36 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	4.4%	1.2%	Road mileage	64,500	10,900
Housing with public water supply	63.9%	99.0%	Hshlds with Soc. Sec. Income	19.2%	19.1%
Housing with public sewer	44.8%	97.9%	Median school years	12.7	12.9
Persons per hospital bed	182*	256**	Per capita income	\$7,425	\$8,136
(nonmetro* and metro**)			Families under poverty level	9.0%	6.9%

Local Government Forms

MUNICIPALITIES are Cities (more than 2,000 residents for statutory cities) and Towns which usually serve smaller communities. No differences in legal powers and only slight organizational variations. Both cities and towns can adopt Home Rule charters.

COUNTIES cover all parts of the state, except for the consolidated City-County of Denver. As well as judicial and record-keeping functions, counties provide highways, social services, health services, police protection, and parks. Home Rule Status is available to counties.

Small Government Patterns (1981-82)

Among the 327 (265 municipalities, 62 counties) general purpose local governments, 297 (90.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	247	(93.2%)	448,000	\$277 mill.	(\$21 mill.)	\$283 mill.
COUNTIES	50	(80.6)	426,000	237 mill.	(61 mill.)	221 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) streets 2) water supply 3) police protection
 Counties 1) highways 2) welfare 3) hospitals

Organization and Elective Office

MUNICIPALITIES: Council-Manager and Mayor-Council options, with appointed administrators in many municipalities. Towns have a Board of Trustees, with 6 members elected at large, and a separately-elected Mayor. Cities have a Council with 6 members usually elected from wards in larger communities. Separately-elected Mayor in Mayor-Council cities. Elective Clerk and Treasurer in some cases.

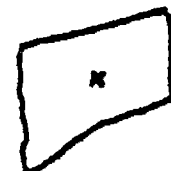
COUNTIES: Board of Commissioners of 3 members, elected at large with district residency. Individual elective offices--Assessor, Clerk-Recorder, County Judge(s), Sheriff, etc. Appointed Administrator in most counties.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,840	(7.4)	50 (18.7%)	143 (53.6%)	72.3%
(COUNTIES)	483	(9.7)		3 (4.8%)	4.8%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

CONNECTICUT



Total Population (1980): 3,108,000
Rural 658,000 (21.2%)
Small Urban Places 361,000 (11.6%)
Nonmetropolitan 363,000 (11.7%)

Farm population 7,000 (.2%)
4,000 farms, less than 500,000 farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	1.1%	1.5%	Road mileage	8,900	10,700
Housing with public water supply	27.8%	91.2%	Hshlds with Soc. Sec. Income	22.1%	26.7%
Housing with public sewer	15.3%	81.5%	Median school years	12.9	12.5
Persons per hospital bed	350*	284**	Per capita income	\$9,600	\$8,218
(nonmetro* and metro**)			Families under poverty level	3.1%	7.1%

Local Government Forms

TOWNS have all municipal powers and cover all parts of the state except for several consolidated town-city governments. K-12 education is provided by town governments. Some towns have Home Rule Charters.

CITIES and BOROUGHs are also classified as municipalities. Cities are similar to towns in services, including K-12 education, while boroughs are more limited.

While county government was abolished in 1960, county boundaries are still used for state judicial purposes.

Small Government Patterns (1981-82)

Among the 182 (149 towns, 33 other municipalities) general purpose local governments, 146 (80.2%) served communities of 25,000 population or less in 1982, as follows:

	<u>Number of Units</u>	<u>(% of Total)</u>	<u>Population Served</u>	<u>Revenues</u>	<u>(Prop. Tax)</u>	<u>Expenditures</u>
TOWNS	131	(87.9%)	1,111,000	\$929 mill.	(\$612 mill.)	\$924 mill.
CITIES & BOROUGHs	15	(45.4)	85,000	54 mill.	(17 mill.)	61 mill.

Top ranking functions, according to expenditures, were:

Towns	1) K-12 education 2) streets 3) police protection
Cities & Boroughs	1) K-12 education 2) water supply 3) police protection

Organization and Elective Office

TOWNS: Town Meeting is legislative body, which meets annually and for special purposes. Legislative power shared with Board of Selectmen in most towns. Board usually has 3 members elected at large, with First Selectman serving as chief executive officer (Mayor). Other elective boards (Education, Finance, Planning and Zoning) in most towns. Elective Clerk, Collector of Taxes, Constable(s) and Treasurer in some towns.

CITIES AND BOROUGHs: Mayor-Council arrangement in most, Council-Manager in a few. Council of 7 or more members, usually elected at large. Separately-elected Mayor in most cities, elective boards (Education, Finance) in some.

	<u>Elected Officials in Small Governments*</u>		<u>Governments with 0 or Few Employees**</u>		
	<u>Total</u>	<u>(Average per govt)</u>	<u>0 Employees</u>	<u>1-24</u>	<u>Percent of all Governments</u>
TOWNS	4,849	(37.0)		21 (14.1%)	14.1%
CITIES & BOROUGHs	373	(24.9)	2 (0.5%)	8 (24.2%)	30.3%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

DELAWARE



Total Population (1980): 594,000

Rural 175,000 (29.5%)

Small Urban Places 118,000 (19.8%)

Nonmetropolitan 196,000 (33.0%)

Farm population 10,000 (1.7%)

4,000 farms, 1 million farm acres

Rural-Urban Distinctions:

	rural	urban
Housing without complete plumbing	4.0%	1.1%
Housing with public water supply	33.6%	97.1%
Housing with public sewer	27.5%	97.0%
Persons per hospital bed (nonmetro* and metro**)	318*	258**

	rural	urban
Road mileage	3,800	1,500
Hshlds with Soc. Sec. Income	26.6%	23.4%
Median school years	12.3	12.6
Per capita income	\$6,663	\$7,774
Families under poverty level	9.7%	8.5%

Local Government Forms

MUNICIPALITIES are Cities, Towns, and Villages, all established by special acts of the Legislature. Towns serve generally communities under 6,000 population and are more limited in legal power than cities. "Village" is a non-legal designation used by some municipalities.

COUNTIES cover all parts of the state and provide police protection, sewers, parks, libraries and judicial functions.

Small Government Patterns (1981-82)

Among the 59 (56 municipalities, 3 counties) general purpose local governments, 55 (93.2%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	55	(98.2%)	89,000	\$81 mill.	(\$6 mill.)	\$75 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) sewers

Organization and Elective Office

MUNICIPALITIES: Mayor-Council, Council-Manager and Commission options. Council of 4-8 members, elected at large in small communities. Separately-elected Mayor in most jurisdictions. Commission towns have an elective board of 3-4 members and often a separately-elected President.

COUNTIES: Board of County Commissioners of 5 members, elected at large, in general law counties. Elective boards for road and bridge purposes and individual elective offices--Clerk of Circuit Court, County Court Judge(s), Property Appraiser, Sheriff, etc. Appointed Administrator in most counties.

	<u>Elected Officials in Small Governments*</u>		<u>Governments with 0 or Few Employees**</u>		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	377	(6.9)	15 (26.8%)	32 (57.1%)	83.9%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

FLORIDA



Total Population (1980): 9,746,000

Rural 1,534,000 (15.7%)

Small Urban Places 3,143,000 (32.2%)

Nonmetropolitan 1,179,000 (12.1%)

Farm population 10,000 (1.7%)

39,000 farms, 13 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	2.5%	1.0%	Road mileage	62,600	30,500
Housing with public water supply	45.1%	93.9%	Hshlds with Soc. Sec. Income	34.7%	35.1%
Housing with public sewer	24.3%	80.5%	Median school years	12.3	12.5
Persons per hospital bed	324*	192**	Per capita income	\$6,119	\$7,484
(nonmetro* and metro**)			Families under poverty level	12.1%	9.5%

Local Government Forms

MUNICIPALITIES are Cities, Towns, and Villages. They are not distinguished by legal powers, organization, or population classification, although towns generally serve municipalities under 3,000 population. All municipalities have Home Rule charters. Incorporation requires a minimum population of 1,500 (5,000 in counties of 50,000 population or more) and a minimum density of 1.5 persons per acre.

COUNTIES cover all parts of the state, except for the consolidated City-County of Jacksonville. As well as judicial and record-keeping functions, counties provide highways, police protection, health services, parks, and solid waste disposal.

Small Government Patterns (1981-82)

Among the 456 (390 municipalities, 66 counties) general purpose local governments, 359 (80.9%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	342	(87.7%)	1,533,000	\$929 mill.	(\$115 mill.)	\$898 mill.
COUNTIES	27	(40.9)	368,000	100 mill.	(31 mill.)	101 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) streets
Counties 1) highways 2) police protection 3) hospitals

Organization and Elective Office

MUNICIPALITIES: Council-Manager, Mayor-Council, and Commission options with appointed Administrator in many jurisdictions. City or Town Council (Commission in a few cases) of usually 5 members, generally elected at large in small communities. Separately-elected Mayor in many municipalities and elective Clerk in some small communities.

COUNTIES: Board of County Commissioners of 5 members, elected at large, in general law counties. Elective board for road and bridge purposes and individual elective offices--Clerk of Circuit Court, County Court Judge(s), Property Appraiser, Sheriff, etc. Appointed Administrator in most counties.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	2,007	(5.9)	29 (7.4%)	142 (36.4%)	43.8%
COUNTIES	346	(12.8)		1 (1.5%)	1.5%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

GEORGIA



Total Population (1980): 5,463,000
 Rural 2,054,000 (37.6%)
 Small Urban Places 1,252,000 (22.9%)
 Nonmetropolitan 2,187,000 (40.0%)

Farm population 10,000 (1.7%)
 59,000 farms, 15 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	7.4%	1.7%	Road mileage	86,500	18,400
Housing with public water supply	44.1%	98.4%	Hshlds with Soc. Sec. Income	26.9%	23.2%
Housing with public sewer	15.0%	86.1%	Median school years	11.6	12.4
Persons per hospital bed	225*	207**	Per capita income	\$5,634	\$6,864
(nonmetro* and metro**)			Families under poverty level	13.7%	12.9%

Local Government Forms

MUNICIPALITIES are Cities and Towns, most operated under special act charters granted by the Legislature. Towns generally serve small communities. Cities and Towns have essentially identical powers, services, and organization. Incorporation requires a minimum population of 200.

COUNTIES cover all parts of the state, except for the consolidated City-County of Columbus. As well as judicial and record-keeping functions, counties provide highways, hospitals, health services, police protection, and solid waste disposal.

Small Government Patterns (1981-82)

Among the 691 (533 municipalities, 158 counties) general purpose local governments, 630 (91.2%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	521	(97.7%)	1,247,000	\$688 mill.	(\$68 mill.)	\$697 mill.
COUNTIES	109	(69.0)	1,269,000	221 mill.	(87 mill.)	209 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) streets
 Counties 1) highways 2) health 3) police protection

Organization and Elective Office

MUNICIPALITIES: Mayor-Council and Council-Manager options, with appointed Administrator in many cities. Council (Commission in some places) with 5 members in most municipalities, generally elected at large. Separately-elected Mayor.

COUNTIES: Board of County Commissioners, of 3 or more members elected at large or by district. A few counties elect 1 County Commissioner as the governing authority. Individual elective offices--State Court Judges, Clerk of Superior Court, Justices of the Peace, Probate Judge, Sheriff, etc.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	3,144	(6.0)	80 (15.0%)	297 (55.7%)	70.7%
COUNTIES	1,408	(12.9)		10 (6.3%)	6.3%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

HAWAII



Total Population (1980): 965,000
Rural 130,000 (13.5%)
Small Urban Places 237,000 (24.5%)
Nonmetropolitan 202,000 (20.9%)

Farm population 5,000 (.5%)
4,000 farms, 2 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	6.4%	1.5%	Road mileage	2,900	1,400
Housing with public water supply	91.9%	99.7%	Households with Soc. Sec. Income	25.0%	20.2%
Housing with public sewer	38.4%	89.7%	Median school years	12.5	12.7
Persons per hospital bed	256*	353**	Per capita income	\$6,739	\$7,895
(nonmetro* and metro**)			Families under poverty level	9.4%	7.5%

Local Government Forms

Hawaii has fewer local governments (only 18, including special districts) than any other state. Public services and finances are relatively centralized at the state level. Besides the combined City-County of Honolulu, the only general purpose local governments are 3 counties—Hawaii, Kauai, and Maui.

Small Government Patterns (1981-82)

No "small" general purpose governments in the state. All 4 (1 municipality, 3 counties) serve communities of more than 25,000 population.

IDAHO



Total Population (1980): 944,000
Rural 434,000 (46%)
Small Urban Places 214,000 (22.7%)
Nonmetropolitan 771,000 (81.7%)

Farm population 69,000 (7.3%)
24,000 farms, 15 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	3.3%	1.0%	Road mileage	66,200	2,200
Housing with public water supply	44.5%	95.5%	Hshlds with Soc. Sec. Income	23.7%	24.2%
Housing with public sewer	32.0%	89.5%	Median school years	12.5	12.7
Persons per hospital bed	259*	293**	Per capita income	\$5,772	\$6,653
(nonmetro* and metro**)			Families under poverty level	11.0%	8.4%

Local Government Forms

MUNICIPALITIES are Cities. No minimum population requirement for incorporation.

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, counties provide highways and hospitals.

Small Government Patterns (1981-82)

Among the 242 (198 municipalities, 44 counties) general purpose local governments, 227 (93.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	192	97.0%	311,000	\$97 mill.	(19 mill.)	\$94 mill.
COUNTIES	35	79.5%	344,000	96 mill.	(22 mill.)	93 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) sewers 2) water supply 3) police protection
 Counties 1) hospitals 2) highways 3) financial administration

Organization and Elective Office

CITIES: The great majority have Mayor-Council arrangements. Smaller cities generally have a Council of 4 members elected at large. Separately-elected Mayor.

COUNTIES: Board of County Commissioners of 3 members elected at large, with district residency. Individual elective offices--Assessor, Clerk, Coroner, Prosecuting Attorney, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,039	(5.4)	62 (31.3%)	105 (53.0%)	84.3%
COUNTIES	313	(8.9)		1 (4.5%)	4.5%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

ILLINOIS



Total Population (1980): 11,427,00
 Rural 1,908,000 (16.7%)
 Small Urban Places 2,982,000 (31.3%)
 Nonmetropolitan 2,176,000 (19.0%)

Farm population 314,000 (2.7%)
 107,000 farms, 29 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	5.6%	1.8%	Road mileage	103,800	30,800
Housing with public water supply	48.9%	96.9%	Hshlds with Soc. Sec. Income	26.2%	24.3%
Housing with public sewer	29.6%	95.8%	Median school years	12.4	12.5
Persons per hospital bed	340*	198**	Per capita income	\$7,374	\$8,205
(nonmetro* and metro**)			Families under poverty level	6.9%	8.7%

Local Government Forms

TOWNSHIPS operate in 85 of the 102 counties, generally in the northern three-fourths of the state, and include municipal areas (except for the city of Chicago). Virtually all townships provide roads, basic welfare services, and property assessment. Many also provide parks and recreation, libraries, cemeteries, and social services.

MUNICIPALITIES are Cities, Villages, and incorporated Towns--with few differences in legal powers, but varying in organization. Villages generally serve small population centers, as do many cities and incorporated towns. Home Rule, possessed by municipalities of 25,000 population or more, is available to small places by referendum.

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, counties provide highways, police protection, hospitals, and health services.

Small Government Patterns (1981-82)

Among the 2,816 (1,434 townships, 1,279 municipalities, 102 counties) general purpose local governments, 2,626 (93.2%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	1,360	94.8%	3,260,000	\$309 mill.*	(\$174 mill.)*	\$ 245 mill.*
MUNICIPALITIES	1,215	94.9%	3,625,000	1,374 mill.	(231 mill.)	1,241 mill.
COUNTIES	51	50.0%	756,000	150 mill.	(38 mill.)	136 mill.

Top ranking functions, according to expenditures, were:

Townships*	1) highways 2) financial administration 3) public welfare	(*data for all townships)
Municipalities	1) water supply 2) police protection 3) streets	
Counties	1) highways 2) hospitals 3) police protection	

Organization and Elective Offices

TOWNSHIPS: Elected Supervisor is chief administrative officer. Also elected are 4 Trustees at large, Highway commissioner, Assessor, and Clerk. A few townships elect a Tax Collector. The supervisor and trustees serve as the Board of Township Trustees. Annual meeting of voters approves changes in road taxes and other actions.

MUNICIPALITIES: Organizational forms include Mayor-Council (cities), Trustee (villages and incorporated towns), Council-Manager (cities and villages), Commission (cities and villages), and Strong Mayor (cities). Elected Mayor (President in villages), Clerk and Treasurer. Between 4 and 10 governing board members (aldermen, trustees, councilmen, commissioners), elected at large or by wards.

COUNTIES: County Board composed of 5-29 members, elected from districts, in township counties. County Board of Commissioners of 3 members in non-township counties. Individual elective offices--Clerk of the Circuit Court, County Clerk, Recorder of Deeds, Sheriff, State's Attorney, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	11,815	(8.7)	845 (58.9%)	558 (38.9%)	97.8%
MUNICIPALITIES	11,413	(9.4)	223 (17.4%)	729 (57.0%)	74.4%
COUNTIES	1,467	(28.8)	1 (.98%)		.98%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

INDIANA

Total Population (1980): 5,490,00
Rural 1,965,000 (35.8%)
Small Urban Places 1,107,000 (20.2%)
Nonmetropolitan 1,658,000 (30.2%)

Farm population 276,000 (5.0%)
87,000 farms, 17 million farm acres



Rural-Urban Distinctions:		rural	urban		rural	urban
Housing without complete plumbing		3.3%	1.4%	Road mileage	74,000	17,700
Housing with public water supply		34.4%	91.9%	Hshlds with Soc. Sec. Income	24.5%	26.2%
Housing with public sewer		19.6%	89.7%	Median school years	12.4	12.4
Persons per hospital bed		288*	201**	Per capita income	\$6,937	\$7,256
(nonmetro* and metro**)				Families under poverty level	6.3%	8.0%

Local Government Forms

TOWNSHIPS cover all parts of the state. Functions include welfare, fire protection, property tax assessment, and parks in urban areas.

MUNICIPALITIES are Cities and incorporated Towns. Most of the 400 towns serve smaller communities, as do 3rd Class cities (under 35,000 population). While legal powers are similar, towns and 3rd Class cities have less organizational flexibility and more limited revenue powers than larger municipalities (1st and 2nd class).

COUNTIES cover the entire state, with the exception of the Indianapolis-Marion Unigovernment. Counties provide roads, hospitals and welfare, as well as basic record-keeping and judicial functions.

Small Government Patterns (1981-82)

Among the 1,663 (1,008 townships, 564 municipalities, 91 counties) general purpose local governments, 1,544 (92.8%) served communities of **25,000 population or less** in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	968	96.0%	2,906,000	\$89 mill.*	(\$38 mill.)*	\$ 91 mill.*
MUNICIPALITIES	541	95.9%	1,410,000	580 mill.	(109 mill.)	518 mill.
COUNTIES	35	38.5%	604,000	174 mill.	(32 mill.)	164 mill.

Top ranking functions, according to expenditures, were:

Townships*	1) public welfare	2) fire protection	3) financial administration	(*data for all townships)
Municipalities	1) sewers	2) water supply	3) police protection	
Counties	1) hospitals	2) highways	3) public welfare	

Organization and Elective Office

TOWNSHIPS: Elective Trustee is administrative officer. Advisory Board of 3 members elected at large is legislative body. Elective Assessor in townships of 5,000 population or more; trustee assesses property in smaller townships.

INCORPORATED TOWNS: Mayor-Council arrangement. Board of Trustees of 5 members elected at large with district residency. Elective Clerk-Treasurer is administrator; appointed Town Manager in some towns.

CITIES: Mayor-Council arrangement. Council of 7 or 5 members, elected at large and by district, in 3rd Class cities. Separately-elected Mayor and Clerk-Treasurer.

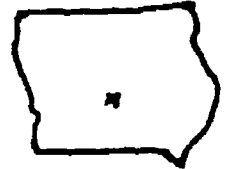
COUNTIES: Two separate elective boards. County Council, 9 members elected at large and by district, is legislative body. Board of Commissioners, 3 members elected at large with district residency, is administrative body. Individual elective offices--Auditor, Clerk of the Circuit Court, County Court Judges, Sheriff, etc.

	<u>Elected Officials in Small Governments*</u>		<u>Governments with 0 or Few Employees**</u>		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	3,984	(4.1)	848 (84.1%)	151 (15.0%)	99.1%
MUNICIPALITIES	2,923	(5.4)	95 (16.8%)	342 (60.6%)	77.4%
COUNTIES	660	(18.9)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

IOWA



Total Population (1980): 2,914,000
Rural 1,206,000 (41.4%)
Small Urban Places 660,000 (22.6%)
Nonmetropolitan 1,745,000 (59.8%)

Farm population 391,000 (13.4%)
119,000 farms, 34 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	3.4%	1.7%	Road mileage	103,900	8,400
Housing with public water supply	48.5%	98.3%	Hshlds with Soc. Sec. Income	29.4%	27.4%
Housing with public sewer	40.8%	96.5%	Median school years	12.4	12.6
Persons per hospital bed	218*	152**	Per capita income	\$6,580	\$7,529
(nonmetro* and metro**)			Families under poverty level	9.3%	6.2%

Local Government Forms

MUNICIPALITIES are Cities. Home Rule status is available to all cities. No minimum population required for incorporation.

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, counties provide highways, hospitals, welfare, and natural resource programs.

TOWNSHIPS no longer exist in Iowa as separate governments, but some functions (cemeteries, etc.) continue to be provided at the township level by county governments. Township trustees are still elected in some parts of the state.

Small Government Patterns (1981-82)

Among the 1,055 (956 municipalities, 99 counties) general purpose local governments, 1,014 (96.1%) served communities of **25,000 population or less** in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	939	(98.2%)	1,156,000	\$649 mill.	(\$115 mill.)	\$687 mill.
COUNTIES	75	(75.8%)	1,131,000	455 mill.	(155 mill.)	431 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) streets 3) sewers
 Counties 1) highways 2) hospitals 3) public welfare

Organization and Elective Office

MUNICIPALITIES: Mayor-Council, Council-Manager, and Commission options. City Council of 5 or 7 members, usually elected at large, with separately-elected Mayor in most cases. City Manager or other appointed administrator in many small cities.

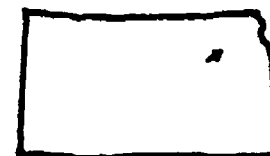
COUNTIES: Board of Supervisors of 3, 5, or 7 members, usually elected at large. Elective Boards for hospital, agricultural extension, and other functions in some counties. Individual elective offices--Attorney, Auditor, District Court Clerk, Recorder of Deeds, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	4,967	(5.3)	365 (38.2%)	488 (51.0%)	89.2%
COUNTIES	6,627	(88.4)	1 (1.0%)		1.0%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

KANSAS



Total Population (1980): 2,364,000
Rural 788,000 (33.3%)
Small Urban Places 610,000 (25.8%)
Nonmetropolitan 1,257,000 (53.2%)

Farm population 173,000 (7.3%)
 75,000 farms, 48 million farm acres

Rural-Urban Distinctions:

	rural	urban
Housing without complete plumbing	3.8%	1.1%
Housing with public water supply	63.6%	98.3%
Housing with public sewer	44.6%	96.2%
Persons per hospital bed	166*	197**

(nonmetro* and metro**)

	rural	urban
Road mileage	123,000	8,300
Hshlds with Soc. Sec. Income	30.5%	25.2%
Median school years	12.5	12.7
Per capita income	\$6,573	\$7,738
Families under poverty level	8.8%	6.6%

Local Government Forms

TOWNSHIPS are found in all parts of the state, outside of incorporated municipalities of the 1st and 2nd classes. Townships maintain road systems (shared sometimes with county governments) and provide fire protection, libraries, cemeteries and other services.

MUNICIPALITIES are Cities, divided into three population categories--1st Class (15,000 population or more), 2nd Class (2,000 - 14,999 residents), and 3rd Class (less than 2,000). Powers and services are virtually identical although there are some differences in organizational options among the population classifications. Incorporation requires a minimum population of 300.

COUNTIES cover all parts of the state. As well as record-keeping and judicial functions, counties provide roads, parks and recreation, police protection, and other services.

Small Government Patterns (1981-82)

Among the 2,099 (1,367 townships, 627 municipalities, 105 counties) general purpose local governments, 2,067 (98.4%) served communities of **25,000 population or less** in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	1,367	100%	782,000	\$ 23 mill.	(\$18 mill.)	\$ 22 mill.
MUNICIPALITIES	615	98.1%	913,000	552 mill.	(80 mill.)	548 mill.
COUNTIES	85	81.0%	732,000	254 mill.	(121 mill.)	240 mill.

Top ranking functions, according to expenditures, were:

Townships	1) highways	2) fire protection	3) financial administration
Municipalities	1) water supply	2) streets	3) police protection
Counties	1) highways	2) hospitals	3) police protection

Organization and Elective Office

TOWNSHIPS: Elective Trustee (the chief administrative officer), Clerk, and Treasurer who collectively serve as the Township Board.

CITIES: Mayor-Council, Council-Manager, Commission, and Commission-Manager options. City Council of 5 members, elected at large, in most small cities. A separately-elected Mayor in most. Many small cities have city managers.

COUNTIES: Board of County Commissioners of 3 members, elected by district in most cases. Individual elective offices--Clerk, County Attorney, Register of Deeds, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	4,347	(3.2)	1343 (96.6%)	47 (3.4%)	100.0%
MUNICIPALITIES	3,152	(5.1)	232 (37.0%)	302 (48.2%)	85.2%
COUNTIES	729	(8.6)		2 (1.9%)	1.9%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

KENTUCKY



Total Population (1980): 3,661,000
 Rural 1,799,000 (49.1%)
 Small Urban Places 852,000 (23.2%)
 Nonmetropolitan 2,032,000 (55.5%)

Farm population 245,000 (6.7%)
 102,000 farms, 15 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	14.0%	1.7%	Road mileage	61,000	7,400
Housing with public water supply	46.6%	98.8%	Hshlds with Soc. Sec. Income	29.2%	27.9%
Housing with public sewer	15.4%	89.3%	Median school years	10.8	12.3
Persons per hospital bed	265*	197**	Per capita income	\$5,240	\$6,691
(nonmetro* and metro**)			Families under poverty level	18.0%	11.1%

Local Government Forms

MUNICIPALITIES are Cities divided into six population classifications and one Urban County category. The 3rd through 6th classes cover cities with populations of less than 20,000 residents. Smaller cities generally have more limited revenue powers and fewer organizational options than larger ones. A minimum population of 300 is required for incorporation.

COUNTIES cover the entire state, except for the combined city-county (urban county) of Lexington-Fayette. Counties provide record-keeping, courts and criminal prosecution, roads, hospitals, and health services.

Small Government Patterns (1981-82)

Among the 545 (426 municipalities, 119 counties) general purpose local governments, 499 (91.6%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	417	97.9%	959,000	\$406 mill.	(\$34 mill.)	\$457 mill.
COUNTIES	82	68.9%	1,075,000	170 mill.	(28 mill.)	147 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) sewerage 3) police protection
 Counties 1) highways 2) hospitals 3) health

Organization and Elective Office

CITIES: Organizational options available include Board of Trustee (generally found in small communities), Mayor-Council, Council-Manager, and Commission. A governing board of 3-12 members (aldermen, councilmen, trustees, or commissioners), elected at large in most cases. Separately-elected Mayor in most municipalities.

COUNTIES: Elected County Judge (chief executive officer) and 3-8 Justices of the Peace, elected by district, compose the Fiscal Court, the governing board in most counties. Individual elective offices--Circuit and District Court Clerk, Coroner, County Attorney, Property Valuation Administrator, and Sheriff.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	2,758	(6.6)	79 (18.5%)	257 (60.3%)	78.8%
COUNTIES	1,308	(16.0)		11 (9.2%)	9.2%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

LOUISIANA



Total Population (1980): 4,206,000
 Rural 1,319,000 (31.4%)
 Small Urban Places 987,000 (23.5%)
 Nonmetropolitan 1,539,000 (36.6%)

Farm population 59,000 (1.4%)
 37,000 farms, 10 million farm acres

Rural-Urban Distinctions:		rural	urban		rural	urban
Housing without complete plumbing		6.5%	1.6%	Road mileage	45,800	12,200
Housing with public water supply		58.6%	98.6%	Hshlds with Soc. Sec. Income	25.8%	23.2%
Housing with public sewer		21.3%	93.8%	Median school years	12.0	12.4
Persons per hospital bed		302*	181**	Per capita income	\$5,697	\$6,765
(nonmetro* and metro**)				Families under poverty level	16.3%	14.6%

Local Government Forms

MUNICIPALITIES are Cities (with populations of 5,000 or more), Towns (1,000-5,000), and Villages (with less than 1,000 residents). Legal powers do not differ by class although there are organizational variations. Minimum population of 150 or 300, depending on the parish, for incorporation. Home Rule status is available to all municipalities.

PARISHES (comparable to county governments elsewhere) cover the entire state, except for the combined city-parishes of Baton Rouge, New Orleans, and Houma-Terrebonne. As well as record-keeping and judicial functions, parishes provide roads and police protection.

Small Government Patterns (1981-82)

Among the 363 (301 municipalities, 62 parishes) general purpose local governments, 315 (86.7%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	289	96.0%	832,000	\$379 mill.	(\$20 mill.)	\$374 mill.
PARISHES	26	41.9%	434,000	183 mill.	(29 mill.)	169 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) streets 2) police protection 3) water supply
 Parishes 1) hospitals 2) highways 3) police protection

Organization and Elective Office

MUNICIPALITIES: Most are Mayor-Board of Aldermen in organization. 5 aldermen elected at large in most small municipalities. Separately-elected Mayor.

PARISHES: Police Jury of 6-11 members elected by districts. Individual elective offices--Assessor, Clerk of the District Court, Constables, Coroner, Justices of the Peace, and Sheriff.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,829	(6.3)	20 (6.6%)	183 (60.8%)	67.4%
PARISHES	685	(26.3)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MAINE

Total Population (1980): 1,125,000
Rural 591,000 (52.5%)
Small Urban Places 381,000 (33.9%)
Nonmetropolitan 754,000 (67.1%)

Farm population 14,000 (1.2%)
8,000 farms, 2 million farm acres



Rural-Urban Distinctions:

	rural	urban
Housing without complete plumbing	8.5%	2.9%
Housing with public water supply	31.0%	92.9%
Housing with public sewer	17.6%	84.5%
Persons per hospital bed (nonmetro* and metro**)	271*	174**

	rural	urban
Road mileage	19,700	2,400
Hshlds with Soc. Sec. Income	28.0%	30.0%
Median school years	12.5	12.5
Per capita income	\$5,520	\$6,042
Families under poverty level	10.6%	8.8%

Local Government Forms

TOWNS cover most parts of the state and have all municipal powers. Serving both rural areas and urban centers, they provide most local government services in Maine, including K-12 education. Many towns have Home Rule charters.

CITIES exist outside town areas and provide K-12 education as well as municipal services. Most cities were created by special legislation, although Home Rule status is available.

COUNTIES cover all part of the state. They provide mainly court-related functions and operate local jails.

Small Government Patterns (1981-82)

Among the 513 (475 towns, 22 municipalities, 16 counties) general purpose local governments, 495 (96.4%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNS	475	100%	768,000	\$ 317 mill.	(\$181 mill.)	\$310 mill.
CITIES	19	86.4%	216,000	161 mill.	(79 mill.)	163 mill.
COUNTIES	1	6.2%	18,000	0.8 mill.	(0.5 mill.)	0.8 mill.

Top ranking functions, according to expenditures, were:

Towns	1) K-12 education 2) highways 3) financial administration
Cities	1) K-12 education 2) streets 3) fire protection
Counties	1) highways 2) police protection 3) correction

Organization and Elective Office

TOWNS: Town Meeting, Limited Town Meeting, and Town Council forms. In the majority of towns, the Annual Meeting is the legislative body. Board of Selectman or Town Council, with 3-7 members elected at large or by district. First Selectman elected in some towns is the chairman. Also elected are a 3 or 5 member Superintending School Committee, a Clerk (usually in small towns), and a Moderator (where town meetings are held). Many small towns employ managers or other appointed administrators.

CITIES: Council-Manager and Mayor-Council options. City council of 5-9 members, elected at large or by district. Separately-elected Mayor in most cases. Most cities employ managers or other appointed administrators.

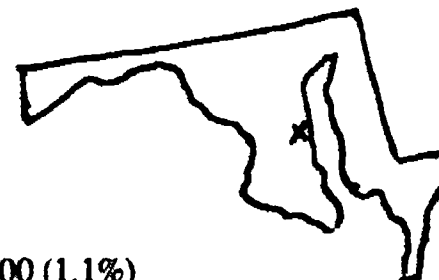
COUNTIES: Board of Commissioners, with 3 members elected at large. Individual elective offices--District Attorney, Clerk of Judicial Court, Probate Judge, Register of Deeds, Register of Probate, and Sheriff.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNS	3,860	(8.1)	95 (20.0%)	303 (63.8%)	83.8%
CITIES	237	(12.5)		1 (4.6%)	4.6%
COUNTIES	10	(10.0)		2 (12.5%)	12.5%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MARYLAND



Total Population (1980): 4,217,000
Rural 830,000 (19.7%)
Small Urban Places 1,401,000 (33.2%)
Nonmetropolitan 472,000 (11.2%)

Farm population 45,000 (1.1%)
18,000 farms, 3 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	5.9%	1.3%	Road mileage	17,300	10,100
Housing with public water supply	24.9%	96.0%	Hshlds with Soc. Sec. Income	24.7%	21.7%
Housing with public sewer	19.5%	93.2%	Median school years	12.3	12.6
Persons per hospital bed	422*	258**	Per capita income	\$7,460	\$8,497
(nonmetro* and metro**)			Families under poverty level	6.6%	7.7%

Local Government Forms

MUNICIPALITIES are Cities and Towns, with identical powers and organization options. All have Home Rule charters.

COUNTIES cover all parts of the state, with the exception of the independent city of Baltimore. As well as providing extensive other services, counties fund K-12 education (and community colleges in some cases) which is administered by a separately-elected Board of Education. Home Rule status is available to all counties.

Small Government Patterns (1981-82)

Among the 175 (152 municipalities, 23 counties) general purpose local governments, 149 (85.1%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	146	96.0%	370,000	\$137 mill.	(\$36 mill.)	\$132 mill.
COUNTIES	3	13.0%	59,000	38 mill.	(9 mill.)	40 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) streets 2) water supply 3) police protection
 Counties 1) K-12 education 2) highways 3) sanitation

Organization and Elective Office

MUNICIPALITIES: Mayor-Council, Council-Manager, and Commission options. Council or Commission of 3-5 members, usually elected at large, in small communities. Separately-elected Mayor in most. City Manager or other appointed administrator in many small municipalities.

COUNTIES: Board of County Commissioners, with 3 or more members elected at large or by district, in most small counties. County Council with members elected by district, and with a separately-elected County Executive, in some larger counties with Home Rule charters. Individual elective officers--Clerk of the Circuit Court, Register of Wills, Sheriff, State's Attorney, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	809	(5.5)	35 (23.0%)	81 (53.3%)	76.3%
COUNTIES	44	(14.7)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MASSACHUSETTS



Total Population (1980): 5,737,000
 Rural 928,000 (16.2%)
 Small Urban Places 819,000 (14.3%)
 Nonmetropolitan 845,000 (14.7%)

Farm population 10,000 (0.2%)
 6,000 farms, 1 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	1.3%	1.8%	Road mileage	13,200	20,600
Housing with public water supply	64.1%	98.9%	Hshlds with Soc. Sec. Income	24.0%	27.8%
Housing with public sewer	16.8%	84.2%	Median school years	12.8	12.6
Persons per hospital bed	402*	204**	Per capita income	\$7,718	\$7,408
(nonmetro* and metro**)			Families under poverty level	4.9%	8.2%

Local Government Forms

TOWNS have full municipal powers and cover all parts of the state outside cities. K-12 education is a town function. Home Rule status is available to all towns.

CITIES are similar to towns in legal powers and services, including the administration of K-12 education. Cities are created by special legislation or Home Rule charter.

COUNTIES cover all parts of the state, and administer courts and jails.

Small Government Patterns (1981-82)

Among the 363 (312 towns, 39 cities, 12 counties) general purpose local governments, 291 (80.1%) served communities of 25,000 or less population in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues (Prop. Tax)	Expenditures
TOWNS	287	92.0%	2,152,000	\$1,955 mill. (\$1,013 mill.)	\$1,992 mill.
CITIES	3	7.7%	52,000	44 mill. (15 mill.)	46 mill.
COUNTIES	1	8.3%	9,000	1.6 mill. (0.6 mill.)	1.8 mill.

Top ranking functions, according to expenditures, were:

Towns	1) K-12 education	2) highways	3) police protection
Municipalities	1) K-12 education	2) sewers	3) police protection
Counties	1) airport	2) police protection	3) correction

Organization and Elective Office

TOWNS: Annual town Meeting (Representative Meeting in some towns) is the legislative body, approving budgets and other actions. Organizational options also include Council-Manager. Board of Selectmen is the administrative body, with 3 or 5 members elected at large. Most towns also elect other bodies, including a School Committee and Planning Board, and such individual offices as Clerk, Moderator, and Treasurer.

CITIES: Mayor-Council and Council-Manager options. Council of 5 or more members (councilors, aldermen, councilmen), usually elected at large. Elected School Committee.

COUNTIES: Board of Commissioners of 3 members elected at large. Individual elective offices--Clerk of the Court, Register of Probate and Insolvency, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNS	7,936	(27.7)	1 (.3%)	60 (19.2%)	19.5%
CITIES	63	(21.0)			
COUNTIES	8	(8.0)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MICHIGAN



Total Population (1980): 9,262,000
Rural 2,711,000 (29.3%)
Small Urban Places 1,585,000 (17.1%)
Nonmetropolitan 1,598,000 (17.2%)

Farm population 178,000 (1.9%)
65,000 farms, 11 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	3.2%	1.2%	Road mileage	92,300	25,100
Housing with public water supply	22.1%	93.7%	Hshlds with Soc. Sec. Income	25.3%	24.4%
Housing with public sewer	19.6%	93.1%	Median school years	12.4	12.5
Persons per hospital bed	237*	239**	Per capita income	\$6,852	\$8,034
(nonmetro* and metro**)			Families under poverty level	7.3%	8.7%

Local Government Forms

TOWNSHIPS cover all parts of the state, except for incorporated cities. They provide fire protection, election administration, parks and recreation, libraries, land use regulation and (especially in suburban areas) such municipal-type functions as water wastewater disposal, and police protection. Charters with expanded revenue powers and administrative flexibility are available to townships with populations of 2,000 or more.

MUNICIPALITIES are Cities and Villages, with virtually identical powers but with organizational differences. Village territories are included within township boundaries. Home Rule status is available to all municipalities.

COUNTIES cover all parts of the state. As well as record-keeping and judicial functions, they provide roads and bridges, police protection, social services, parks and recreation, and land use regulation.

Small Government Patterns (1981-82)

Among the 1,860 (1,245 townships, 532 municipalities, 83 counties) general purpose local governments, 1,750 (94.0%) served communities of **25,000 population or less** in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	1,230	98.8%	3,298,000	\$ 524 mill.*	(\$156 mill.)*	\$ 465 mill.*
MUNICIPALITIES	488	91.7%	1,653,000	875 mill.	(248 mill.)	898 mill.
COUNTIES	32	38.6%	440,000	187 mill.	(34 mill.)	184 mill.

Top ranking functions, according to expenditures, were:

Townships*	1) fire protection 2) police protection 3) financial adm. / administration	(*data for all townships)
Municipalities	1) police protection 2) water supply 3) streets	
Counties	1) highways 2) hospitals 3) health	

Organization and Elective Office

TOWNSHIPS: Elected Supervisor (who is the assessor and the chief administrative officer in some respects), Clerk, and Treasurer. They compose the Township Board, along with 2 or 4 Trustees elected at large.

MUNICIPALITIES: Council-Manager and Mayor-Council options. Governing board of 5 or more members (trustees in some villages, councilmen or commissioners in cities), elected at large in villages and at large or by district in cities. Separately-elected Mayor (President in some villages), especially in municipalities not organized under the Council-Manager option. Many small villages and cities have a City Manager or other appointed executive.

COUNTIES: Board of County Commissioners, of 5 or more members elected by district. Individual elective offices--Clerk, Treasurer, Prosecuting Attorney, Judge of Probate, Register of Deeds, Sheriff, and Drain Commissioner.

	Elect Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	8,256	(6.7)	574 (46.1%)	617 (49.5%)	95.7%
MUNICIPALITIES	4,171	(8.5)	44 (8.3%)	280 (52.6%)	60.9%
COUNTIES	565	(17.7)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MINNESOTA



Total Population (1980): 4,076,000

Rural 1,351,000 (33.1%)

Small Urban Places 1,206,000 (29.6%)

Nonmetropolitan 1,444,000 (35.4%)

Farm population 315,000 (7.7%)

104,000 farms, 30 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	5.5%	1.6%	Road mileage	118,500	12,900
Housing with public water supply	32.6%	93.8%	Hshlds with Soc. Sec. Income	29.6%	23.7%
Housing with public sewer	31.3%	95.2%	Median school years	12.3	12.7
Persons per hospital bed	167*	193**	Per capita income	\$5,924	\$8,208
(nonmetro* and metro**)			Families under poverty level	10.5%	5.2%

Local Government Forms

TOWNSHIPS cover areas outside incorporated municipalities in all but two counties of the state. Legislation recently gave all townships the ability to adopt "general welfare" or municipal-type powers (including regulatory programs), subject to local voter approval. Townships provide roads and bridges, fire protection, parks and recreation, and other services.

MUNICIPALITIES are Cities, divided into four population classifications. With the exception of the three largest cities in the 1st Class, municipal powers and organization options do not differ substantially among the classifications. All cities are eligible for Home Rule status.

COUNTIES cover all parts of the state. As well as record-keeping and judicial functions, counties provide highways, welfare, hospitals, and other services.

Small Government Patterns (1981-82)

Among the 2,737 (1,795 townships, 855 cities, 87 counties) general purpose local governments, 2,678 (97.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	1,795	100%	934,000	\$ 69 mill.	(\$31 mill.)	\$ 57 mill.
MUNICIPALITIES	832	97.3%	1,636,000	1,238 mill.	(113 mill.)	1,238 mill.
COUNTIES	51	58.6%	724,000	313 mill.	(76 mill.)	312 mill.

Top ranking functions, according to expenditures, were:

Townships	1) highways	2) fire protection	3) financial administration
Municipalities	1) hospitals	2) streets	3) sewers
Counties	1) highways	2) public welfare	3) hospitals

Organization and Elective Office

TOWNSHIPS: Annual Town Meeting approves budget and tax levy. Legislative and administrative body is the Board of Supervisors of 3-5 members, elected at large, with one member serving as chairman. Elective Clerk and Treasurer.

MUNICIPALITIES: Mayor-Council and Council-Manager options. City council of 3 or 4 members, elected at large, in most small municipalities. Separately-elected Mayor. Many small cities employ managers or other appointed administrators.

COUNTIES: Board of County Commissioners of 5 members in most cases, elected from districts. Individual elective offices--Attorney, Auditor, Coroner, County Judge, Probate Judge, District Court Clerk, Sheriff, and Treasurer. Appointed administrators in some small county governments.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	10,260	(5.7)	1640 (91.3%)	154 (8.6%)	99.9%
MUNICIPALITIES	4,033	(4.8)	313 (36.6%)	390 (45.6%)	82.2%
COUNTIES	619	(12.1)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MISSISSIPPI



Total Population (1980): 2,521,000
Rural 1,328,000 (52.7%)
Small Urban Places 668,000 (26.5%)
Nonmetropolitan 1,836,000 (72.8%)

Farm population 85,000 (3.4%)
55,000 farms, 15 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	11.6%	2.6%	Road mileage	64,100	6,900
Housing with public water supply	66.4%	97.8%	Hshlds with Soc. Sec. Income	31.7%	27.9%
Housing with public sewer	22.0%	93.0%	Median school years	11.6	12.4
Persons per hospital bed	194*	189**	Per capita income	\$4,589	\$5,844
(nonmetro* and metro**)			Families under poverty level	21.0%	16.1%

Local Government Forms

MUNICIPALITIES are Cities and Towns, the latter operating in communities with populations of 1,500 or less. Legal powers and organizational options are identical. Home Rule status is available to all municipalities.

COUNTIES cover all parts of the state. As well as basic record-keeping and judicial functions, counties provide roads, police protection, hospitals, and social services.

Small Government Patterns (1981-82)

Among the 375 (293 municipalities, 82 counties) general purpose local governments, 336 (89.6%) served communities of 25,000 population or less in 1982, as follows:

	<u>Number of Units</u>	<u>(% of Total)</u>	<u>Population Served</u>	<u>Revenues</u>	<u>(Prop. Tax)</u>	<u>Expenditures</u>
MUNICIPALITIES	284	96.9%	764,000	\$514 mill.	(\$36 mill.)	\$423 mill.
COUNTIES	52	63.4%	815,000	282 mill.	(51 mill.)	262 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) hospitals 2) water supply 3) police protection
 Counties 1) hospitals 2) highways 3) police protection

Organization and Elective Office

MUNICIPALITIES: Council-Mayor organization in most communities, with Council of 6 members elected by ward and separately-elected Mayor with limited power. Other options include Mayor-Council (strong Mayor), Council-Manager, and Commission. Elective Clerk in some small municipalities, elective Police Chief in a few.

COUNTIES: Board of Supervisors of 5 members, elected by district. Individual elective offices--Assessor, Clerk of Chancery Court, Clerk of Circuit Court, County Attorney, County Judge, Coroner, Justice Court Judge(s), Constable(s), County Superintendent of Education, and Sheriff.

	<u>Elected Officials in Small Governments*</u>		<u>Governments with 0 or Few Employees**</u>		
	<u>Total</u>	<u>(Average per govt)</u>	<u>0 Employees</u>	<u>1-24</u>	<u>Percent of all Governments</u>
MUNICIPALITIES	1,715	(6.0)	41 (14.0%)	151 (51.5%)	65.5%
COUNTIES	1,480	(28.5)		1 (1.2%)	1.2%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MISSOURI



Total Population (1980): 4,917,000
 Rural 1,567,000 (31.9%)
 Small Urban Places 1,252,000 (25.5%)
 Nonmetropolitan 1,706,000 (34.7%)

Farm population 282,000 (5.7%)
 120,000 farms, 31 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	6.3%	1.4%	Road mileage	104,100	14,500
Housing with outside water sources	47.3%	99.2%	Hshlds with Soc. Sec. Income	32.4%	28.3%
Housing with public sewer	24.0%	95.0%	Median school years	12.2	12.5
Persons per hospital bed	250*	162**	Per capita income	\$5,806	\$7,437
(nonmetro* and metro**)			Families under poverty level	11.7%	7.8%

Local Government Forms

TOWNSHIPS operate in 23 of 114 counties and provide largely roads and bridges.

MUNICIPALITIES are Cities, Towns, and Villages. The latter two serve smaller communities (under 500 population in the case of most villages). Cities are divided into two population categories. Towns and villages have more limited taxation powers than cities, while 3rd Class (more than 3,000) cities have more varied organizational options than smaller municipalities. Cities with more than 5,000 residents can adopt Home Rule charters.

COUNTIES cover all parts of the state, except for the independent city of St. Louis. They are classified according to assessed valuation. As well as record-keeping and judicial functions, counties provide roads and police protection.

Small Government Patterns (1981-82)

Among the 1,365 (325 townships, 926 municipalities, 114 counties) general purpose local governments, 1,316 (96.4%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	325	100%	326,000	\$ 10 mill.	(\$6.5 mill.)	\$ 9 mill.
MUNICIPALITIES	908	98.0%	1,595,000	723 mill.	(48 mill.)	711 mill.
COUNTIES	83	72.8%	1,112,000	141 mill.	(35 mill.)	134 mill.

Top ranking functions, according to expenditures, were:

Townships	1) highways
Municipalities	1) police protection 2) streets 3) hospitals
Counties	1) hospitals 2) highways 3) police protection

Organization and Elective Office

TOWNSHIPS: Elected Board of Directors, composed of 1 Trustee (administrative officer) and 2 Directors. Elected Clerk and Collector.

MUNICIPALITIES: Villages and Towns have a Board of Trustees of 5 members elected at large. Cities have several organizational options--Mayor-Council, Aldermanic, Mayor-Council-Administrator, and City Manager (available only to 3rd Class cities). Council or Board of Aldermen composed of 4-10 members elected from wards and a separately-elected Mayor in small cities.

COUNTIES: County Commission with 3 members, including a Presiding Commissioner and 2 Commissioners elected at large. Individual elective offices--Assessor, Circuit Court clerk, Clerk of County Court, Collector of Revenue, Probate Judge, Prosecuting Attorney, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	1,630	(5.0)	258 (79.4%)	67 (20.6%)	100%
MUNICIPALITIES	6,349	(7.0)	318 (34.3%)	448 (48.4%)	82.7%
COUNTIES	1,772	(21.3)		3 (2.6%)	2.6%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

MONTANA



Total Population (1980): 787,000
Rural 370,000 (47.0%)
Small Urban Places 206,000 (26.1%)
Nonmetropolitan 598,000 (76.0%)

Farm population 58,000 (7.4%)
24,000 farms, 62 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	5.0%	2.1%	Road mileage	69,200	2,300
Housing with public water supply	42.1%	95.1%	Hshlds with Soc. Sec. Income	23.8%	25.9%
Housing with public sewer	34.6%	88.4%	Median school years	12.6	12.7
Persons per hospital bed	171*	168**	Per capita income	\$6,053	\$7,066
(nonmetro* and metro**)			Families under poverty level	11.1%	7.4%

Local Government Forms

MUNICIPALITIES are Cities and Towns, classified by four population categories; Towns (300-999 residents), 3rd Class Cities (1,000-4,999), 2nd Class (5,000-9,999), 1st Class (10,000 or more). Powers and responsibilities do not vary by population categories, although there are some slight organizational differences. Charter status is available to all municipalities. Under a 1974 constitutional provision, voters in every municipality (and county) at 10-year intervals decide whether or not to undertake a review of local government organization.

COUNTIES cover all parts of the state, except for two consolidated city-counties (Anaconda-Deer Lodge and Butte-Silver Bow) and Yellowstone National Park. As well as record-keeping and judicial functions, counties provide education, roads and police protection.

Small Government Patterns (1981-82)

Among the 180 (126 municipalities, 54 counties) general purpose local governments, 170 (94.4%) served communities of 25,000 population or less in 1982, as follows:

	<u>Number of Units</u>	<u>(% of Total)</u>	<u>Population Served</u>	<u>Revenues</u>	<u>(Prop. Tax)</u>	<u>Expenditures</u>
MUNICIPALITIES	122	96.8%	243,000	\$ 98 mill.	(\$26 mill.)	\$93 mill.
COUNTIES	48	88.9%	334,000	199 mill.	(131 mill.)	187 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) streets 2) water supply 3) police protection
 Counties 1) K-12 education 2) highways 3) police protection

Organization and Elective Office

MUNICIPALITIES: Mayor-Council and Council-Manager options. Council of 3 or more members elected at large or by district. Separately-elected mayor in most cases. Elected judge. Town meeting form, available to small municipalities, is not in use currently.

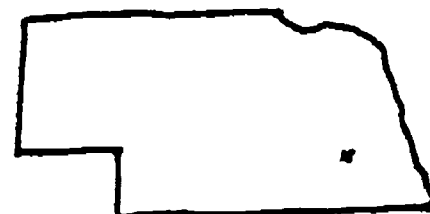
COUNTIES: Board of County Commissioners of 3 members, elected at large or by district. Individual elective offices--Assessor, Attorney, Auditor, Clerk, Sheriff, Superintendent of Schools, Surveyor, and Treasurer.

	<u>Elected Officials in Small Governments*</u>		<u>Governments with 0 or Few Employees**</u>		
	<u>Total</u>	<u>(Average per govt)</u>	<u>0 Employees</u>	<u>1-24</u>	<u>Percent of all Governments</u>
MUNICIPALITIES	832	(6.8)	29 (23.0%)	72 (57.1%)	80.1%
COUNTIES	648	(13.5)		3 (5.6%)	5.6%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NEBRASKA



Total Population (1980): 1,570,000
 Rural 582,000 (37.1%)
 Small Urban Places 381,000 (24.2%)
 Nonmetropolitan 877,000 (55.9%)

Farm population 178,000 (11.3%)
 65,000 farms, 48 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	3.4%	1.0%	Road mileage	87,400	4,500
Housing with public water supply	51.8%	98.9%	Hshlds with Soc. Sec. Income	30.4%	25.3%
Housing with public sewer	47.9%	98.3%	Median school years	12.4	12.7
Persons per hospital bed	173*	136**	Per capita income	\$6,164	\$7,391
(nonmetro* and metro**)			Families under poverty level	11.3%	6.0%

Local Government Forms

TOWNSHIPS are found in 28 of 93 counties and provide mainly roads and bridges.

MUNICIPALITIES are Cities and Villages, classified by population: Larger cities generally have more extensive revenue and zoning powers than villages and 2nd Class Cities (800-4,999 population).

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, they provide highways, hospitals, and public welfare.

Small Government Patterns (1981-82)

Among the 1,098 (470 townships, 535 municipalities, 93 counties) general purpose local governments, 1,084 (98.7%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	470	100%	214,000	\$ 7.1 mill.	(\$5.5 mill.)	\$ 6.5 mill.
MUNICIPALITIES	532	99.4%	611,000	342 mill.	(44 mill.)	324 mill.
COUNTIES	82	88.2%	610,000	181 mill.	(62 mill.)	169 mill.

Top ranking functions, according to expenditures, were:

Townships	1) highways
Municipalities	1) water supply 2) streets 3) police protection
Counties	1) highways 2) hospitals 3) public welfare

Organization and Elective Office

TOWNSHIPS: Elective Chairman, Clerk, and Treasurer, who collectively compose the governing board.

MUNICIPALITIES: Board of Trustees of 5 members, elected at large in villages. Mayor-Council and Council-Manager options for cities. Council of 4 or more members elected by ward, and a separately-elected Mayor, in 2nd Class cities.

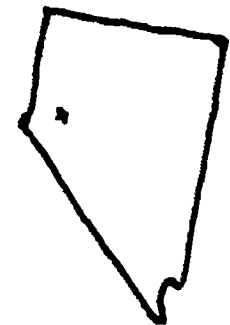
COUNTIES: Board of Commissioners of 3 members elected from district in most cases. Individual elective offices--Assessor, Attorney, Clerk, County Judge, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	1,423	(3.0)	403 (85.7%)	67 (14.3%)	100%
MUNICIPALITIES	2,814	(5.3)	233 (43.5%)	249 (46.5%)	90.0%
COUNTIES	937	(11.4)		14 (15.1%)	15.1%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NEVADA



Total Population (1980): 800,000
Rural 118,000 (14.7%)
Small Urban Places 122,000 (15.2%)
Nonmetropolitan 144,000 (18.0%)

Farm population 6,000 (0.7%)
3,000 farms, 9 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	3.0%	1.1%	Road mileage	40,800	3,000
Housing with public water supply	61.6%	97.7%	Hshlds with Soc. Sec. Income	21.3%	18.1%
Housing with public sewer	44.0%	94.6%	Median age	12.6	12.6
Persons per hospital bed	310*	236**	Per capita income	\$8,186	\$8,498
(nonmetro* and metro**)			Families under poverty level	6.9%	6.2%

Local Government Forms

MUNICIPALITIES are Cities and Towns, formed under general law or special charters. Population classifications are 3rd Class (5,000 residents or less), 2nd Class (5,000-19,999), and 1st Class (20,000 or more). Municipal powers do not vary by classification. Minimum population for incorporation is 250.

COUNTIES cover all parts of the state, with the exception of the consolidated city-county of Carson City. As well as record-keeping and judicial functions, counties provide hospitals, police protection, and highways.

Small Government Patterns (1981-82)

Among the 33 (17 municipalities, 16 counties) general purpose local governments, 26 (78.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	12	70.6%	63,000	\$ 41 mill.	(\$0.9 mill.)	\$37 mill.
COUNTIES	14	87.5%	112,000	77 mill.	(7.7 mill.)	73 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) police protection 2) water supply 3) parks and recreation
 Counties 1) hospitals 2) police protection 3) highways

Organisation and Elective Office

MUNICIPALITIES: Council-Manager and Mayor-Council options, with many small cities employing managers. Council of 5 members in most cases, elected at large with district residency. Separately-elected Mayor, with fewer powers in smaller cities.

COUNTIES: Board of County Commissioners composed of 3 members in most cases, elected at large with district residency. Individual elective offices--Assessor, Clerk, District Attorney, Public Administrator, Recorder-Auditor, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**	
	Total	(Average per govt)	0 Employees	Percent of all Governments
MUNICIPALITIES	74	(6.2)	5 (29.4%)	29.4%
COUNTIES	235	(16.8)		

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NEW HAMPSHIRE



Total Population (1980): 921,000
Rural 440,000 (47.8%)
Small Urban Places 226,000 (24.5%)
Nonmetropolitan 453,000 (49.2%)

Farm population 7,000 (0.7%)
3,000 farms, 1 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	3.6%	2.3%	Road mileage	12,100	2,400
Housing with public water supply	35.9%	94.0%	Hshlds with Soc. Sec. Income	24.4%	26.6%
Housing with public sewer	17.9%	84.1%	Median school years	12.7	12.5
Persons per hospital bed	251*	277**	Per capita income	\$7,109	\$6,835
(nonmetro* and metro**)			Families under poverty level	5.9%	6.4%

Local Government Forms

TOWNS are considered to be municipalities in New Hampshire. Covering all parts of the state, outside of incorporated cities, towns serve both rural areas and urban centers. Home Rule status is available.

CITIES are virtually identical to towns in legal powers and activities. Cities have Home Rule charters. Some larger cities operate K-12 schools, administered by separately-elected school boards.

COUNTIES cover all parts of the state. They provide record-keeping, jails, social services and police protection.

Small Government Patterns (1981-82)

Among the 244 (221 townships, 13 cities, 10 counties) general purpose local governments, 234 (95.9%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prod. Tax)	Expenditures
TOWNS	221	100%	567,000	\$ 167 mill.	(\$88 mill.)	\$ 177 mill.
CITIES	9	69.2%	138,000	88 mill.	(50 mill.)	85 mill.
COUNTIES	4	40.0%	142,000	18 mill.	(7 mill.)	18 mill.

Top ranking functions, according to expenditures, were:

Towns	1) highways	2) police protection	3) sewerage
Cities	1) K-12 education	2) streets	3) police protection
Counties	1) welfare	2) correction	3) police protection

Organization and Elective Office

TOWNS: Annual town meeting in most cases is the legislative body, approving ordinances and the budget and electing officials. Board of Selectmen of 3 members, elected at large on a staggered basis, is the administrative body. Other boards (planning, library, etc.) elected in some towns. Individual elective offices--Auditor, Clerk, Moderator, and Treasurer. Other options include Mayor-Board of Aldermen, Town Council, Town Council-Town Manager, etc.

CITIES: Options similar to those available to towns, except for town meeting. Council-Manager arrangement in most cities, with Council of 9 members elected at large or by district.

COUNTIES: County Convention, composed of county delegation in the New Hampshire House of Representatives, approves annual budget. Board of Commissioners, of 3 members elected from districts or at large, is the administrative body. Individual elective offices--Attorney, Register of Deeds, Register of Probate, Sheriff, etc.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNS	3,830	(17.3)	23 (10.4%)	163 (73.8%)	84.2%
CITIES	181	(20.1)			
COUNTIES	34	(8.5)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NEW JERSEY



Total Population (1980): 7,365,000
Rural 807,000 (11.0%)
Small Urban Places 2,744,000 (37.3%)
Nonmetropolitan 632,000 (8.6%)

Farm population 19,000 (0.3%)
9,000 farms, 1 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	1.4%	1.7%	Road mileage	11,500	22,400
Housing with public water supply	38.0%	95.7%	Hshlds with Soc. Sec. Income	26.0%	26.8%
Housing with public sewer	28.9%	93.4%	Median school years	12.6	12.5
Persons per hospital bed (nonmetro* and metro**)	(no beds)*	236**	Per capita income	\$8,260	\$8,111
			Families under poverty level	5.1%	7.9%

Local Government Forms

TOWNSHIPS are classified as municipalities in New Jersey. Covering all parts of the state outside of other incorporated municipalities, they serve both rural areas and urban centers.

MUNICIPALITIES are Cities, Towns, Boroughs, and Villages, as well as townships. Cities are classified by population, with 3rd Class cities serving communities of less than 12,000. Boroughs also generally serve small communities. Legal powers are identical among all municipal types and classifications. All municipalities have legislative Home Rule.

COUNTIES cover all parts of the state, providing mainly judicial and record-keeping functions.

Small Government Patterns (1981-82)

Among the 590 (247 townships, 322 municipalities, 21 counties) general purpose local governments, 501 (84.9%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	211	85.4%	1,830,000	\$547 mill.	(\$169 mill.)	\$ 534 mill.
MUNICIPALITIES	291	90.4%	1,962,000	773 mill.	(315 mill.)	790 mill.
COUNTIES	0					

Top ranking functions, according to expenditures, were:

Townships 1) police protection 2) highways 3) financial administration
Municipalities 1) police protection 2) K-12 education 3) streets

Organization and Elective Office

TOWNSHIPS: Most operate under the Town Committee form, with a Committee of 3-5 members elected at large. Other options include Commission, Strong Mayor-Council, Council-Manager, and Mayor-Council-Administrator. Many townships employ city managers or other appointed administrators.

MUNICIPALITIES: Options include Commission, Municipal-Manager, Strong Mayor-Council, Council-Manager, Small Municipality, and Mayor-Council-Administrator. Council of 6 members elected at large, with a separately-elected Mayor, in many small municipalities.

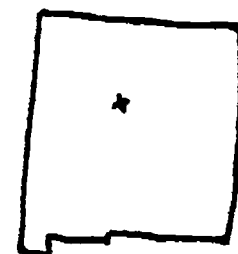
COUNTIES: Board of Freeholders, of 3-9 members elected at large. Other elective offices--County Clerk, Sheriff, and Surrogate.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	1,333	(6.3)	3 (1.2%)	92 (37.2%)	38.4%
MUNICIPALITIES	2,270	(7.8)	6 (1.9%)	82 (25.4%)	27.3%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NEW MEXICO



Total Population (1980): 1,303,000

Rural 363,000 (27.9%)

Small Urban Places 301,000 (23.1%)

Nonmetropolitan 752,000 (57.7%)

Farm population 20,000 (1.5%)

14,000 farms, 47 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	14.4%	1.3%	Road mileage	49,700	4,400
Housing with public water supply	53.5%	95.5%	Hshlds with Soc. Sec. Income	23.6%	21.9%
Housing with public sewer	24.9%	91.3%	Median school years	12.3	12.7
Persons per hospital bed	371*	255**	Per capita income	\$4,950	\$6,571
(nonmetro* and metro**)			Families under poverty level	19.9%	11.8%

Local Government Forms

MUNICIPALITIES are Cities, Towns, and Villages. Legal powers are virtually identical although organizational options vary. Home Rule status is available to all municipalities. Minimum population of 150 for incorporation.

COUNTIES cover all part of the state and are divided into 8 classifications, according to population and assessed valuation. Counties provide record-keeping, roads, hospitals, and police protection.

Small Government Patterns (1981-82)

Among the 129 (96 municipalities, 33 counties) general purpose local governments, 106 (82.1%) served communities of 25,000 populations or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	88	91.7%	260,000	\$149 mill.	(\$4.7 mill.)	\$134 mill.
COUNTIES	18	54.5%	181,000	48 mill.	(10 mill.)	46 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) streets
Counties 1) highways 2) hospitals 3) police protection

Organization and Elective Office

MUNICIPALITIES: Mayor-Council and Council-Manager options. Council composed of 5 members, usually elected at large in small communities. Many municipalities have shifted to district elections in recent years because of court actions. Separately-elected Mayor under the Mayor-Council form. Many small municipalities have city managers or other appointed administrators.

COUNTIES: Board of Commissioners of 3 members in most counties, usually elected by district. Individual elective offices--Assessor, Clerk, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	562	(6.4)	16 (16.7%)	41 (42.7%)	59.4%
COUNTIES	186	(10.3)		3 (9.1%)	9.1%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NEW YORK



Total Population (1980): 17,558,000
Rural 2,700,000 (15.4%)
Small Urban Places 3,636,000 (20.7%)
Nonmetropolitan 1,730,000 (9.8%)

Farm population 123,000 (0.7%)
47,000 farms, 9 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	2.8%	2.9%	Road mileage	73,400	36,400
Housing with public water supply	37.7%	98.1%	Hshlds with Soc. Sec. Income	27.2%	26.8%
Housing with public sewer	19.2%	88.8%	Median school years	12.5	12.5
Persons per hospital bed	224*	219**	Per capita income	\$6,602	\$7,661
(nonmetro* and metro**)			Families under poverty level	7.2%	11.5%

Local Government Forms

TOWNS cover all parts of the state, except for cities, and have full municipal powers. Towns classified as Suburban, with 25,000 or more residents and located near a large city, have more extensive powers than others. All towns have legislative Home Rule.

CITIES AND VILLAGES are also municipalities, with virtually identical legal powers but differences in procedure and organization. Villages generally serve small communities and are included within town areas. Home Rule status.

COUNTIES cover all parts of the state and include the Boroughs of New York City. As well as judicial and record-keeping functions, counties provide road, welfare, and health services.

Small Government Patterns (1981-82)

Among the 1,602 (930 towns, 615 municipalities, 57 counties) general purpose local governments, 1,472 (91.9%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNS	882	94.8%	3,663,000	\$ 653 mill.	(\$299 mill.)	\$ 632 mill.
CITIES & VILLAGES	587	95.4%	2,231,000	986 mill.	(347 mill.)	1,014 mill.
COUNTIES	3	5.3%	44,000	17 mill.	(4 mill.)	18 mill.

Top ranking functions, according to expenditures, were:

Towns	1) highways	2) sewers	3) water supply
Cities & Villages	1) sewers	2) streets	3) police protection
Counties	1) highways	2) public welfare	3) health

Organization and Elective Office

TOWNS: Town Board of a separately-elected Supervisor and 4 Councilmen elected at large in most cases. Supervisor is elected as chief fiscal officer and serves as the administrative officer, especially in the absence of an appointed manager. Individual elective offices in all or many towns--Assessor, Clerk, Superintendent of Highways, Tax Collector, and Justices.

CITIES AND VILLAGES: Mayor-Council and Council-Manager options. Village Board of Trustees, of 5-7 members elected at large and a separately-elected Mayor. City Council of 5 or more members, usually elected by ward. Separately-elected Mayor in cities.

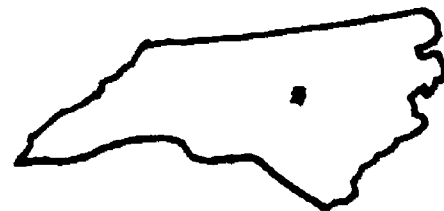
COUNTIES: 2 types of governing boards--Board of Supervisors (composed of Town Supervisors *ex officio* and Supervisors elected from city areas) and County Legislature (composed of members elected by district or at large) under charter status. Weighted voting for members of the Board of Supervisors. Individual elective offices--Comptroller, County Clerk, County Judge(s), District Attorney, Sheriff, Surrogate, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	7,729	(8.8)	21 (2.3%)	733 (78.8%)	81.1%
CITIES & VILLAGES	4,095	(7.0)	38 (6.2%)	372 (60.4%)	66.6%
COUNTIES	87	(29.1)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NORTH CAROLINA



Total Population (1980): 5,882,000
Rural 3,059,000 (52.0%)
Small Urban Places 1,051,000 (17.9%)
Nonmetropolitan 2,783,000 (47.3%)

Farm population 188,000 (3.2%)
93,000 farms, 12 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	8.5%	1.6%	Road mileage	75,100	17,300
Housing with public water supply	29.8%	91.7%	Hshlds with Soc. Sec. Income	27.2%	25.5%
Housing with public sewer	12.8%	83.4%	Median school years	11.9	12.4
Persons per hospital bed	286*	225**	Per capita income	\$5,651	\$6,655
(nonmetro* and metro**)			Families under poverty level	12.1%	10.9%

Local Government Forms

MUNICIPALITIES are Cities, Towns, and incorporated Villages, with no differences in powers or organization.

COUNTIES cover all parts of the state. As well as record-keeping and judicial functions, counties provide welfare, health, and police protection. They also fund K-12 education, which is administered by separately-elected school boards. Streets and roads outside of incorporated areas are maintained by state government.

Small Government Patterns (1981-82)

Among the 584 (484 municipalities, 100 counties) general purpose local governments, 502 (85.9%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	467	96.5%	1,221,000	\$825 mill.	(\$120 mill.)	\$806 mill.
COUNTIES	35	35.0%	533,000	358 mill.	(63 mill.)	353 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) streets
 Counties 1) K-12 education 2) public welfare 3) hospitals

Organization and Elective Office

MUNICIPALITIES: Mayor-Council and Council-Manager options. Council (or Board of Aldermen or Commission) of 5 members, elected at large, in most small communities. Separately-elected Mayor in most cases. Many small municipalities have city managers or other appointed administrators.

COUNTIES: Board of County Commissioners, of 5 members elected at large in most counties. Separately-elected Board Chairman in a few counties. Elective individual offices--Register of Deeds, Sheriff, and Clerk of Court. Most counties have appointed administrators.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	2,600	(5.6)	84 (17.4%)	244 (50.4%)	67.8%
COUNTIES	572	(16.3)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

NORTH DAKOTA



Total Population (1980): 653,000
 Rural 334,000 (51.2%)
 Small Urban Places 134,000 (20.5%)
 Nonmetropolitan 418,000 (64.0%)

Farm population 104,000 (15.9%)
 40,000 farms, 42 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	6.5%	1.8%	Road mileage	84,300	1,500
Housing with public water supply	54.7%	99.2%	Hshlds with Soc. Sec. Income	31.2%	22.1%
Housing with public sewer	47.3%	99.0%	Median school years	12.3	12.8
Persons per hospital bed	116*	258**	Per capita income	\$5,737	\$7,132
(nonmetro* and metro**)			Families under poverty level	13.1%	6.0%

Local Government Forms

TOWNSHIPS operate in 48 of 53 counties, covering areas outside incorporated cities and "unorganized territory." Townships maintain roads.

MUNICIPALITIES are Cities. Home Rule status is available. Minimum population for incorporation is 50.

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, counties provide roads, social services, and other services.

Small Government Patterns (1981-82)

Among the 1,778 (1,360 townships, 365 municipalities, 53 counties) general purpose local governments, 1,769 (99.4%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	1,360	100%	162,000	\$ 12 mill.	(\$7.5 mill.)	\$ 12 mill.
MUNICIPALITIES	361	98.9%	261,000	86 mill.	(11 mill.)	84 mill.
COUNTIES	48	90.6%	360,000	114 mill.	(33 mill.)	97 mill.

Top ranking functions, according to expenditures, were:

Townships 1) highways 2) financial administration 3) fire protection
 Municipalities 1) streets 2) water supply 3) police protection
 Counties 1) highways 2) public welfare 3) financial administration

Organization and Elective Office

TOWNSHIPS: Township Board of Supervisors of 3 members, elected at large. Other elective offices in most townships are Assessor, Clerk, Treasurer (sometimes combined with Clerk), and Constable.

CITIES: Mayor-Council arrangement in most cities, with Council of 4 or more Aldermen, usually elected at large. Separately-elected Mayor. Other options are Commission, City Manager, and Modern Council. Elective Municipal Judge in some cities.

COUNTIES: County Board of Commissioners, of 5 members in most cases, elected at large or by district.. Individual elective offices--Auditor, County Judge, County Justice, Public Administrator, Register of Deeds, Sheriff, etc.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	10,321	(7.6)	1,324 (97.3%)	37 (2.7%)	100%
MUNICIPALITIES	2,223	(6.2)	212 (58.1%)	138 (37.8%)	95.9%
COUNTIES	598	(12.5)		8 (15.1%)	15.1%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

** Full-time equivalent employees.

OHIO



Total Population (1980): 10,798,000
 Rural 2,879,000 (26.7%)
 Small Urban Places 2,809,000 (26.0%)
 Nonmetropolitan 2,131,000 (19.7%)

Farm population 272,000 (2.5%)
 95,000 farms, 16 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	4.4%	1.3%	Road mileage	82,800	29,400
Housing with public water supply	35.3%	96.1%	Hshlds with Soc. Sec. Income	24.2%	26.1%
Housing with public sewer	20.8%	94.0%	Median school years	12.3	12.5
Persons per hospital bed	261*	204**	Per capita income	\$6,759	\$7,476
(nonmetro* and metro**)			Families under poverty level	6.9%	8.4%

Local Government Forms

TOWNSHIPS cover all parts of the state outside municipalities. As well as maintaining roads and bridges, many townships provide fire protection, parks, land use regulation, police protection, and solid waste disposal.

MUNICIPALITIES are Cities (5,000 or more residents) and Villages (under 5,000). Legal powers are virtually identical, while organizational options differ. Home Rule status is available.

COUNTIES cover all parts of the state. As well as record-keeping and judicial functions, counties provide roads, health services, hospitals, and social services.

Small Government Patterns (1981-82)

Among the 2,347 (1,318 townships, 941 municipalities, 88 counties) general purpose local governments, 2,188 (93.2%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	1,287	97.6%	4,169,000	\$ 252 mill.*	(\$126 mill.)*	\$ 232 mill.*
MUNICIPALITIES	890	94.6%	3,027,000	1,147 mill.	(131 mill.)	1,112 mill.
COUNTIES	11	12.5%	212,000	74 mill.	(10 mill.)	78 mill.

Top ranking functions, according to expenditures, were:

Townships*	1) highways 2) fire protection 3) police protection	(*data for all townships)
Municipalities	1) police protection 2) water supply 3) streets	
Counties	1) hospitals 2) highways 3) health	

Organization and Elective Office

TOWNSHIPS: Board of Trustees of 3 members, elected at large. Elective Clerk.

MUNICIPALITIES: Council of 5 members, elected at large or by ward, with separately-elective Mayor in most villages. Organizational options available to cities are Mayor-Council, Council-Manager, and Commission. Council of 5 or 7 members in most cases, elected at large or by ward, with separately-elected Mayor under Mayor-Council arrangement. Elective Clerk and other offices in some cities.

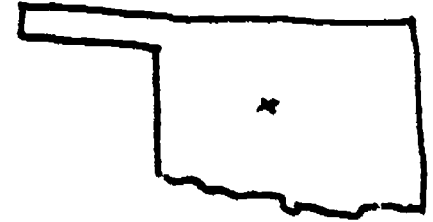
COUNTIES: Board of County Commissioners of 3 members, elected at large. Individual elective offices--Auditor, Clerk, Common Pleas Court Judge(s), Coroner, County Court Judge(s), Prosecuting Attorney, Recorder, etc.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	5,149	(4.0)	342 (25.9%)	928 (70.4%)	96.3%
MUNICIPALITIES	8,641	(9.7)	182 (19.3%)	485 (51.5%)	70.8%
COUNTIES	213	(19.3)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

OKLAHOMA



Total Population (1980): 3,025,000
Rural 990,000 (32.7%)
Small Urban Places 720,000 (23.8%)
Nonmetropolitan 1,255,000 (41.5%)

Farm population 130,000 (4.3%)
72,000 farms, 35 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	4.3%	1.0%	Road mileage	98,100	11,900
Housing with public water supply	62.4%	96.8%	Hshlds with Soc. Sec. Income	30.1%	25.4%
Housing with public sewer	31.4%	93.4%	Median school years	12.2	12.6
Persons per hospital bed	720*	315**	Per capita income	\$5,897	\$7,328
(nonmetro* and metro**)			Families under poverty level	12.4%	9.3%

Local Government Forms

MUNICIPALITIES are Cities and Towns, the latter generally serving small communities. Cities have more liberal annexation powers than towns, but other powers are virtually identical. Organizational options differ. Home Rule charters are available to cities with populations above 2,000.

COUNTIES cover all parts of the state. They provide record-keeping, roads, welfare, and health programs.

Small Government Patterns (1981-82)

Among the 663 (586 municipalities, 77 counties) general purpose local governments, 613 (92.5%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	571	97.4%	999,000	\$407 mill.	(\$7.1 mill.)	\$369 mill.
COUNTIES	42	54.5%	483,000	109 mill.	(23 mill.)	98 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) hospitals 3) police protection
 Counties 1) highways 2) hospitals 3) education

Organization and Elective Office

MUNICIPALITIES: Towns have a Board of Trustees, of 3 or 5 members elected by wards in most cases. Options for cities are Aldermanic, Strong-Mayor-Council, and Council-Manager. City Council of 4 or more members, elected by ward, with separately-elected Mayor in Aldermanic and Strong-Mayor forms. Elective Clerk and Treasurer in most towns and many cities. Appointed administrators in many towns and small cities.

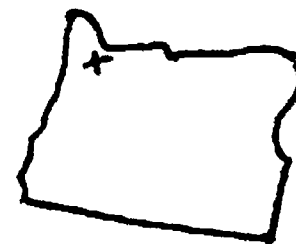
COUNTIES: Board of County Commissioners of 3 members elected by district. Individual elective offices--Assessor, County Clerk, Sheriff, Superintendent of Schools, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	3,470	(6.1)	154 (26.3%)	307 (52.4%)	78.7%
COUNTIES	399	(9.5)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

OREGON



Total Population (1980): 2,633,000
Rural 845,000 (32.1%)
Small Urban Places 807,000 (30.6%)
Nonmetropolitan 925,000 (35.1%)

Farm population 78,000 (3.0%)
35,000 farms, 18 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	2.9%	1.4%	Road mileage	125,100	8,400
Housing with public water supply	42.9%	97.7%	Hshlds with Sec. Sec. Income	25.9%	24.7%
Housing with public sewer	24.1%	88.3%	Median school years	12.5	12.8
Persons per hospital bed	313*	286**	Per capita income	\$7,044	\$7,799
(nonmetro* and metro**)			Families under poverty level	8.0%	7.5%

Local Government Forms

MUNICIPALITIES are Cities, virtually all of which have Home Rule charters. Minimum population of 150 for incorporation.

COUNTIES cover all parts of the state. All have Home Rule status, but not all have separate charters. Counties provide extensive services, including courts, record-keeping, social services, roads, other public works, health, and land use regulation.

Local Government Patterns (1981-82)

Among the 276 (240 municipalities, 36 counties) general purpose local governments, 246 (89.1%) served communities of 25,000 or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	230	95.8%	667,000	\$306 mill.	(\$72 mill.)	\$315 mill.
COUNTIES	16	44.4%	185,000	86 mill.	(12 mill.)	84 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) police protection 2) sewers 3) water supply
 Counties 1) highways 2) hospitals 3) education

Organization and Executive Office

MUNICIPALITIES: Mayor-Council and Council-Manager options. Specific arrangements vary widely, because of separate charters. Council of 5-7 members in most small cities, with both at large and district election arrangements. Separately-elected Mayor in most cases. Many small cities employ city managers or other appointed administrators.

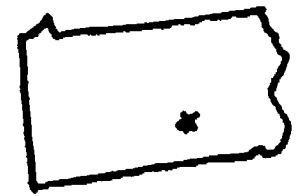
COUNTIES: Board of County Commissioners of 3 members, elected at large, in most counties. County Court, composed of County Judge and 2 Commissioners, is the governing board in several small counties. Individual elective offices--Assessor, Clerk, Sheriff, Treasurer, and Surveyor.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,516	(6.6)	41 (17.0%)	129 (53.8%)	70.8%
COUNTIES	175	(10.9)		3 (8.3%)	8.3%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

PENNSYLVANIA



Total Population (1980): 11,864,000
 Rural 3,643,000 (30.7%)
 Small Urban Places 2,926,000 (24.7%)
 Nonmetropolitan 2,145,000 (18.1%)

Farm population 158,000 (1.3%)
 62,000 farms, 9 million farm acres

Rural-Urban Distinctions:		rural	urban		rural	urban
Housing without complete plumbing		3.7%	2.0%	Road mileage	87,500	28,100
Housing with public water supply		38.5%	97.0%	Hshlds with Soc. Sec. Income	27.0%	31.0%
Housing with public sewer		24.7%	94.8%	Median school years	12.3	12.4
Persons per hospital bed		280*	196**	Per capita income	\$6,606	\$7,285
(nonmetro* and metro**)				Families under poverty level	6.5%	8.4%

Local Government Forms

TOWNSHIPS are classified as municipalities in Pennsylvania, and cover all parts of the state except for city and borough areas. Home Rule status is available. Townships are divided into two classifications, originally based on population density, with some differences in revenue powers.

MUNICIPALITIES are Boroughs and Cities as well as Townships. All have similar powers, but differ in organization. Home Rule status is available.

COUNTIES cover all parts of the state. They are divided into 9 population classifications, with few differences in legal powers and procedures. Home Rule status is available. As well as record-keeping and judicial functions, counties provide social services and bridge maintenance.

Small Government Patterns (1981-82)

Among the 2,635 (1,549 townships, 1,020 boroughs and cities, 66 counties) general purpose local governments, 2,525 (95.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	1,523	98.3%	4,621,000	\$ 504 mill.	(\$106 mill.)	\$ 487 mill.
BOROUGHS & CITIES	994	97.4%	2,924,000	622 mill.	(142 mill.)	596 mill.
COUNTIES	8	12.1%	103,000	11mill.	(4.5 mill.)	10 mill.

Top ranking functions, according to expenditures, were:

Townships	1) highways 2) police protection 3) sewers
Municipalities	1) streets 2) police protection 3) sewers
Counties	1) judicial and legal 2) public welfare 3) financial administration

Organization and Elective Office

TOWNSHIPS: Board of Supervisors or Commissioners, with 3 or 5 members elected at large. Other organizational options available to Home Rule townships are Mayor-Council and Council-Manager. Elective Auditor and Tax Collector.

BOROUGHS & CITIES: Mayor-Council and Council-Manager options. Council of 3 or more members, elected at large or by ward, with separately-elected Mayor (except in Council-Manager places). Elective Auditor and Treasurer.

COUNTIES: Board of County Commissioners of 3 or more members, elected at large in most cases. Elective individual offices--Auditor, Controller, District Attorney, Recorder of Deeds, Constables, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	10,382	(6.8)	255 (16.5%)	1,184 (76.4%)	92.9%
BOROUGHS & CITIES	10,819	(10.9)	167 (16.4%)	664 (65.1%)	81.5%
COUNTIES	112	(14.0)		2 (3.0%)	3.0%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

RHODE ISLAND



Total Population (1980): 947,000

Rural 123,000 (13.0%)

Small Urban Places 132,000 (13.9%)

Nonmetropolitan 74,000 (7.8%)

Farm population 1,000 (0.1%)

1,000 farms, less than 500,000 acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	1.6%	1.9%	Road mileage	2,700	3,600
Housing with public water supply	37.5%	97.6%	Hshlds with Soc. Sec. Income	23.8%	30.2%
Housing with public sewer	8.6%	76.5%	Median school years	12.6	12.3
Persons per hospital bed	293*	265**	Per capita income	\$7,342	\$6,831
(nonmetro* and metro**)			Families under poverty level	4.8%	8.2%

Local Government Forms

TOWNS are considered as municipalities and cover all parts of the state except for city areas. As well as municipal services, towns provide K-12 schools, administered by separately-elected school boards.

CITIES are virtually identical to towns in legal powers, including the funding of K-12 education. Some cities have Home Rule charters.

COUNTIES do not exist as governments, although county areas are the basis for state judicial functions.

Small Government Patterns (1961-82)

Among the 39 (31 towns, 8 cities) general purpose local governments, 28 (71.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNS	27	87.1%	307,000	\$ 248 mill.	(\$148 mill.)	\$ 250 mill.
CITIES	1	12.5%	17,000	11 mill.	(4.5 mill.)	11 mill.

Top ranking functions, according to expenditures, were:

Towns	1) K-12 education 2) sewers 3) police protection
Cities	1) K-12 education 2) police protection 3) fire protection

Organization and Elective Office

TOWNS: Annual town meeting approves finances. Town Council of 4 or more members, elected at large or by district. Separately-elected School Committee, with 3 or more members. Council-Manager option.

CITIES: Mayor-Council arrangement in most cities, with Council of 7 or more members, usually elected by ward, and separately-elected Mayor. Elective School Committee.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**	
	Total	(Average per govt)	0 Employees	Percent of all Governments
TOWNS	390	(14.4)		2 (6.5%)
CITIES	17	(17.0)		2 (6.5%)

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

SOUTH CAROLINA



Total Population (1980): 3,122,000
 Rural 1,433,000 (45.9%)
 Small Urban Places 956,000 (30.6%)
 Nonmetropolitan 1,256,000 (40.2%)

Farm population 54,000 (1.7%)
 34,000 farms, 6 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	8.8%	2.1%	Road mileage	54,300	9,000
Housing with public water supply	43.5%	95.6%	Hshlds with Soc. Sec. Income	27.2%	24.9%
Housing with public sewer	17.9%	81.6%	Median school years	11.6	12.4
Persons per hospital bed	276*	248**	Per capita income	\$5,312	\$6,373
(nonmetro* and metro**)			Families under poverty level	14.6%	11.7%

Local Government Forms

MUNICIPALITIES are Cities and Towns, with identical legal powers and organizational options. "Town" is the designation used by most small municipalities. All municipalities have formal Home Rule status, although revenue powers are limited.

COUNTIES cover all parts of the state. They provide record-keeping, judicial services, roads, and police protection. All counties have formal Home Rule status.

Small Government Patterns (1981-82)

Among the 311 (267 municipalities, 46 counties) general purpose local governments, 271 (87.1%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	259	97.0%	708,000	\$362 mill.	(\$49 mill.)	\$347 mill.
COUNTIES	12	26.1%	197,000	43 mill.	(6.7 mill.)	42 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) sewers 3) police protection
 Counties 1) hospitals 2) highways 3) police protection

Organization and Elective Office

MUNICIPALITIES: Mayor-Council, Council (weak mayor), and Council-Manager options, with the first two dominant among small municipalities. Council of 5-9 members, elected at large or by district, in most small municipalities. Separately-elected Mayor.

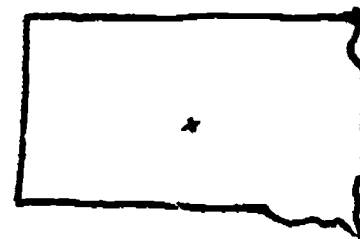
COUNTIES: Council of 6-9 members, elected at large or by district, in most counties. Appointed administrator in some counties. Other options include Supervisor (with a separately-elected Supervisor who serves as the executive officer) and Council-Manager. Individual elective offices--Auditor, Clerk of Court, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,536	(6.0)	57 (21.3%)	119 (44.6%)	65.9%
COUNTIES	161	(13.4)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

SOUTH DAKOTA



Total Population (1980): 691,000
Rural 370,000 (53.6%)
Small Urban Places 159,000 (23.0%)
Nonmetropolitan 581,000 (84.1%)

Farm population 113,000 (16.3%)
39,000 farms, 45 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	6.7%	1.7%	Road mileage	71,800	1,600
Housing with public water supply	56.2%	98.3%	Hshlds with Soc. Sec. Income	30.2%	25.9%
Housing with public sewer	46.0%	98.0%	Median school years	12.4	12.7
Persons per hospital bed	161*	121**	Per capita income	\$4,964	\$6,544
(nonmetro* and metro**)			Families under poverty level	17.6%	7.5%

Local Government Forms

TOWNSHIPS operate in 52 of 64 counties, serving areas outside municipalities and "unorganized territory." All townships maintain roads and bridges and many also provide fire protection, ambulance, and other services.

MUNICIPALITIES are Cities and Towns, a distinction in title only. Three population classifications for municipalities. Larger municipalities generally have more revenue powers and more flexible organizational options, although such differences have been narrowed in recent years. Home Rule status is available to all municipalities.

Small Government Patterns (1981-82)

Among the 1,371 (996 townships, 311 municipalities, 64 counties) general purpose local governments, 1,365 (99.5%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNSHIPS	996	100%	153,000	\$ 11 mill.	(\$6.1 mill.)	\$ 8 mill.
MUNICIPALITIES	308	99.0%	285,000	150 mill.	(23 mill.)	142 mill.
COUNTIES	61	95.3%	455,000	93mill.	(42 mill.)	85 mill.

Top ranking functions, according to expenditures, were:

Townships	1) highways	2) financial administration	3) fire protection
Municipalities	1) water supply	2) streets	3) sewers
Counties	1) highways	2) financial administration	3) police protection

Organization and Elective Office

TOWNSHIPS: Board of Supervisors, of 3 members elected at large. Elective Clerk and Treasurer.

MUNICIPALITIES: Board of Trustees of 3 or 5 members, elected at large, in municipalities under 500 population. Aldermanic form in most other municipalities, with Council of 4-10 members elected by ward, and separately-elected Mayor. Other organizational options include Commission and Council-Manager.

COUNTIES: Board of Commissioners, of 3, 5, or 7 members, elected at large or by district. Individual elective offices--Auditor, Coroner, Register of Deeds, Sheriff, State's Attorney, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNSHIPS	5,051	(5.1)	975 (97.9%)	19 (1.9%)	99.8%
MUNICIPALITIES	1,507	(4.9)	128 (41.2%)	154 (49.5%)	90.7%
COUNTIES	625	(10.2)		13 (20.3%)	20.3%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

TENNESSEE



Total Population (1980): 4,591,000
Rural 1,818,000 (39.6%)
Small Urban Places 887,000 (19.3%)
Nonmetropolitan 1,707,000 (37.2%)

Farm population 176,000 (3.8%)
96,000 farms, 14 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	9.7%	1.4%	Road mileage	71,900	11,900
Housing with public water supply	53.9%	99.0%	Hshlds with Soc. Sec. Income	29.2%	26.7%
Housing with public sewer	12.6%	84.0%	Median school years	11.4	12.4
Persons per hospital bed	222*	158**	Per capita income	\$5,435	\$6,723
(nonmetro* and metro**)			Families under poverty level	14.4%	12.1%

Local Government Forms

MUNICIPALITIES are Cities and Towns, identical in legal powers and organization. Most operate under special acts of the legislature granted before 1953. Some cities provide K-12 education, administered by elective or appointed school boards. Minimum population for incorporation is 200.

COUNTIES cover all parts of the state, except for the Metropolitan Government (city-county) of Nashville-Davidson. County services include courts, record-keeping, K-12 education, roads, hospitals, and social services.

Small Government Patterns (1981-82)

Among the 428 (334 municipalities, 94 counties) general purpose local governments, 370 (86.4%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	321	96.1%	966,000	\$1,107 mill.	(\$60 mill.)	\$1,111 mill.
COUNTIES	49	52.1%	709,000	385 mill.	(67 mill.)	372 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) K-12 education 2) hospitals 3) streets
 Counties 1) K-12 education 2) hospitals 3) highways

Organization and Elective Office

MUNICIPALITIES: City Manager-Commission, Mayor-Alderman (strong mayor), and Modified Manager-Council (5,000 population or more) options. Commission of 3 members, elected at large, in most small communities under City Manager-Commission form. Board of Aldermen of 5 or more members, elected at large or by district, with separately-elected Mayor, under Mayor-Alderman form. Many small municipalities employ city managers or other appointed administrative officers.

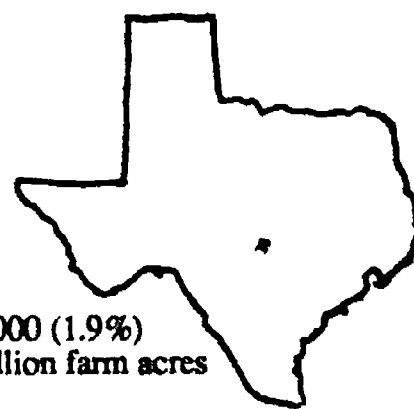
COUNTIES: Board of County Commissioners, of 9-25 members elected from districts. Separately-elected County Executive. Individual elective offices--Court Clerk, Register of Deeds, Sheriff, Assessor, etc.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	2,099	(6.5)	29 (8.7%)	189 (56.6%)	65.3%
COUNTIES	2,149	(43.9)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

TEXAS



Total Population (1980): 14,229,000
Rural 2,896,000 (20.4%)
Small Urban Places 3,001,000 (21.1%)
Nonmetropolitan 2,840,000 (19.9%)

Farm population 269,000 (1.9%)
189,000 farms, 138 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	6.4%	1.6%	Road mileage	212,900	62,900
Housing with public water supply	60.9%	98.4%	Hshlds with Soc. Sec. Income	29.2%	20.6%
Housing with public sewer	26.8%	96.0%	Median school years	12.1	12.5
Persons per hospital bed	223*	211**	Per capita income	\$6,445	\$7,399
(nonmetro* and metro**)			Families under poverty level	12.2%	10.9%

Local Government Forms

MUNICIPALITIES are Cities, Towns, and Villages. Villages (and some towns) generally serve smaller communities and have fewer revenue powers and organizational options than Cities and towns. City status requires a population of 601 or more, while Village incorporation requires a minimum population of 201. Home Rule status is available to cities of 5,000 or more residents.

COUNTIES cover all parts of the state. As well as record-keeping and judicial functions, counties provide roads, police protection, hospitals, and parks and recreation.

Small Government Patterns (1981-82)

Among the 1,378 (1,124 municipalities, 254 counties) general purpose local governments, 1,246 (90.4%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	1,072	95.4%	3,480,000	\$1,222 mill.	(\$224 mill.)	\$1,212 mill.
COUNTIES	174	68.5%	1,806,000	394 mill.	(186 mill.)	368 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) police protection 2) water supply 3) streets
 Counties 1) highways 2) hospitals 3) police protection

Organization and Elective Office

MUNICIPALITIES: Aldermanic (Mayor-Council) and Commission forms are available to villages. Cities and towns also have a City Manager option. Board of Aldermen (under Aldermanic form) of separately-elected Mayor and 5 Aldermen. Commission (under Commission form) of separately-elected Mayor and 2 Commissioners. Governing board members are usually elected at large.

COUNTIES: Commissioners Court with Commissioners elected by precincts and a separately-elected County Judge, who serves as chairman and executive officer. Individual elective offices--Attorney, County Clerk, Justices of the Peace, Sheriff, Tax Assessor, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	5,954	(5.6)	181 (16.1%)	586 (52.1%)	68.2%
COUNTIES	3,507	(20.2)	1 (0.4 %)	7 (2.8%)	3.2%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

UTAH



Total Population (1980): 1,461,000
Rural 228,000 (15.6%)
Small Urban Places 579,000 (39.6%)
Nonmetropolitan 307,000 (21.0%)

Farm population 18,000 (1.3%)
14,000 farms, 12 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	3.1%	0.8%	Road mileage	41,000	5,100
Housing with public water supply	80.3%	99.2%	Hshlds with Soc. Sec. Income	23.2%	19.2%
Housing with public sewer	36.7%	96.9%	Median school years	12.6	12.9
Persons per hospital bed	318*	339**	Per capita income	\$5,423	\$6,469
(nonmetro* and metro**)			Families under poverty level	9.6%	7.3%

Local Government Forms

MUNICIPALITIES are Cities and Towns, with virtually identical legal powers but varying organizational arrangements. Towns have less than 800 residents apiece, while 3rd Class Cities have 800-59,999 residents and 2nd and 1st Classes cover larger communities. Home Rule status is available to cities.

COUNTIES cover all parts of the state. As well as record-keeping and judicial functions, counties provide roads, police protection, and social services. Home Rule status is available.

Small Government Patterns (1981-82)

Among the 254 (225 municipalities, 29 counties) general purpose local governments, 235 (92.5%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	214	95.1%	503,000	\$157 mill.	(\$17 mill.)	\$153 mill.
COUNTIES	21	72.4%	190,000	79 mill.	(17 mill.)	69 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) water supply 2) police protection 3) streets
 Counties 1) highways 2) hospitals 3) police protection

Organization and Elective Offices

MUNICIPALITIES: Weak-Mayor organization for towns and 3rd Class Cities, while larger cities also have access to Strong-Mayor and Council-Manager options. Council of 4-5 members, elected at large, and separately-elected Mayor in most small municipalities.

COUNTIES: Board of County Commissioners of 3 members elected at large in most small counties. Some large counties have an elected County Executive. The trend is to adopt district elections for county governing boards, because of judicial actions, in some parts of the state. Individual elective offices--Assessor, Attorney, Auditor, Clerk, and Justices of the Peace.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,150	(5.4)	71 (31.6%)	115 (51.1%)	82.7%
COUNTIES	269	(12.8)		2 (6.9%)	6.9%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

VERMONT



Total Population (1980): 511,000
Rural 339,000 (66.2%)
Small Urban Places 120,000 (23.5%)
Nonmetropolitan 397,000 (77.7%)

Farm population 18,000 (3.5%)
8,000 farms, 2 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	4.0%	2.0%	Road mileage	13,100	900
Housing with public water supply	37.9%	97.5%	Hschlds with Soc. Sec. Income	25.9%	28.4%
Housing with public sewer	24.2%	91.4%	Median school years	12.6	12.6
Persons per hospital bed	250*	186**	Per capita income	\$6,001	\$6,524
(nonmetro* and metro**)			Families under poverty level	9.3%	8.0%

Local Government Forms

TOWNS cover all parts of the state, except for cities and unorganized areas (gores). Towns are considered as municipalities and serve both rural areas and urban centers. Many have Home Rule charters.

OTHER MUNICIPALITIES are Cities and Villages, with legal powers similar to towns. Generally serving small population centers within towns, villages have less extensive programs than other municipalities.

COUNTIES cover all parts of the state and provide courts and jails.

Small Government Patterns (1981-82)

Among the 308 (237 towns, 57 other municipalities, 14 counties) general purpose local governments, 298 (96.7%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNS	237	100%	406,000	\$ 94 mill.	(\$ 52 mill.)	\$ 96 mill.
CITIES & VILLAGES	56	98.2%	120,000	49 mill.	(16 mill.)	47 mill.
COUNTIES	5	35.7%	74,000	0.2 mill.	(0.1 mill.)	0.2 mill.

Top ranking functions, according to expenditures, were:

Towns	1) highways 2) financial administration 3) sewers
Cities & Villages	1) sewers 2) streets 3) police protection
Counties	1) police protection 2) financial administration 3) fire protection

Organization and Elective Office

TOWNS: Annual Town Meeting approves budget and ordinances. Board of Selectmen, of 3 or 5 members elected at large, with one member serving as chairman. Other elective offices include Clerk, Treasurer (combined with Clerk in some towns), Moderator, Auditor, Constable(s), Town Agent, and Lister. Many towns employ a Town Manager.

CITIES: Council of varying number of members according to charter, elected at large or by ward, with separately-elected Mayor in most cases. Notary and other individual elective offices.

VILLAGES: Board of Trustees of 5 members elected at large.

COUNTIES: Governing Board of 2 Assistant Judges, elected at large. Individual elective offices--High Bailiff, Probate Judge(s), Sheriff, and State's Attorney.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNS	4,944	(20.9)	35 (14.8%)	190 (80.1%)	94.9%
CITIES & VILLAGES	491	(8.8)	15 (26.3%)	33 (57.9%)	84.2%
COUNTIES	32	(6.4)	2 (14.3%)	12 (85.7%)	100%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees

VIRGINIA



Total Population (1980): 5,347,000

Rural 1,817,000 (34%)

Small Urban Places 1,189,000 (22.2%)

Nonmetropolitan 1,626,000 (30.4%)

Farm population 113,000 (2.1%)

58,000 farms, 10 million farm acres

Rural-Urban Distinctions:

	rural	urban
Housing without complete plumbing	12.4%	1.4%
Housing with public water supply	28.0%	96.2%
Housing with public sewer	15.5%	90.9%
Persons per hospital bed (nonmetro* and metro**)	265*	241**

	rural	urban
Road mileage	52,500	12,600
Hshlds with Soc. Sec. Income	29.3%	20.5%
Median school years	11.7	12.7
Per capita income	\$ 6,101	\$ 8,187
Families under poverty level	10.8%	8.3%

Local Government Forms

MUNICIPALITIES are Towns and Cities. Towns generally serve communities of less than 5,000 population and are included in county areas, while cities operate in larger places and outside of county areas. Cities provide K-12 education, through appointed school boards, in addition to municipal functions. In all other legal powers and services, cities and towns are virtually identical. All municipalities have special act charters.

COUNTIES cover all parts of the state, except for city areas. As well as judicial and record-keeping functions, counties provide K-12 education (outside city areas), welfare, police, and other services.

Small Government Patterns (1981-82)

Among the 324 (229 municipalities, 95 counties) general purpose local governments, 270 (83.3%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	214	93.4%	662,000	\$533 mill.	(\$113 mill.)	\$550 mill.
COUNTIES	56	58.9%	722,000	430 mill.	(124 mill.)	426 mill.

Top ranking functions, according to expenditures, were:

Municipalities	1) water supply 2) sewers 3) police protection
Counties	1) K-12 education 2) public welfare 3) police protection

Organization and Elective Office

TOWNS: Mayor-Council arrangement in most towns, with Council of 7 members elected at large or by district, and separately-elected Mayor. Council-Manager option. Many towns employ city managers or other administrators.

CITIES: Council-Manager arrangement in every city. Council of 7-9 members, elected at large, by district, or by combination, with Mayor generally selected from councilmembers.

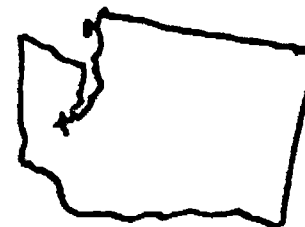
COUNTIES: Traditional form in most small counties, with Board of Supervisors of 5 members elected by district. Other options include County Manager, County Board, County Executive, and Urban County Executive. Individual elective offices--Clerk, Commissioner of Revenue, Commonwealth's Attorney, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 1 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,599	(7.5)	22 (9.6%)	122 (53.3%)	62.9%
COUNTIES	564	(10.1)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

WASHINGTON



Total Population (1980): 4,132,000
Rural 1,095,000 (26.5%)
Small Urban Places 1,265,000 (30.6%)
Nonmetropolitan 810,000 (19.6%)

Farm population 82,000 (2.0%)
38,000 farms, 16 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	3.1%	1.2%	Road mileage	71,000	14,800
Housing with public water supply	52.9%	98.2%	Hshlds with Soc. Sec. Income	23.6%	22.8%
Housing with public sewer	21.2%	83.5%	Median school years	12.6	12.8
Persons per hospital bed	287*	324**	Per capita income	\$7,449	\$8,298
(nonmetro* and metro**)			Families under poverty level	7.7%	7.0%

Local Government Forms

MUNICIPALITIES are Cities and Towns, divided into 4 population classifications. Towns are 4th Class (300-1,499). 3rd Class cities (1,500-9,999) also serve small communities. Larger cities of the 1st and 2nd class can adopt Home Rule charters.

COUNTIES cover all parts of the state. They are divided into 11 population classifications with virtually no differences as to legal powers, services, and organization. Home Rule charters can be adopted. As well as judicial and record-keeping functions, counties provide highways, police protection, and health services.

Small Government Patterns (1981-82)

Among the 304 (265 municipalities, 39 counties) general purpose local governments, 263 (86.5%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	248	93.6%	758,000	\$397 mill.	(\$47 mill.)	\$409 mill.
COUNTIES	15	38.5%	176,000	75 mill.	(15 mill.)	74 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) police protection 2) streets 3) sewers
 Counties 1) highways 2) financial administration 3) police protection

Organization and Elective Office

MUNICIPALITIES: Mayor-Council (strong mayor) form in most municipalities, with Council-Manager and Commission options also available. Most Towns and 3rd Class cities elect a Council of 5 members at large, with separately-elected Mayor. Elective Treasurer in some municipalities. Council-Manager cities have a 5 or 7 member Council.

COUNTIES: Board of County Commissioners, elected at large with district residency. Individual elective offices--Assessor, Auditor, Clerk, Coroner, District Court Judges, Prosecuting Attorney, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 1 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,720	(6.9)	28 (10.5%)	152 (57.4%)	67.9%
COUNTIES	180	(12.0)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

WEST VIRGINIA



Total Population (1980): 1,950,000
 Rural 1,244,000 (63.8%)
 Small Urban Places 386,000 (19.8%)
 Nonmetropolitan 1,227,000 (62.9%)

Farm population 29,000 (1.5%)
 22,000 farms, 4 million farm acres

Rural-Urban Distinctions:

	rural	urban		rural	urban
Housing without complete plumbing	10.2%	1.7%	Road mileage	31,700	2,900
Housing with public water supply	51.8%	99.0%	Hshlds with Soc. Sec. Income	31.0%	33.6%
Housing with public sewer	24.9%	93.4%	Median school years	12.0	12.4
Persons per hospital bed (nonmetro* and metro**)	216*	151**	Per capita income	\$5,530	\$7,220
			Families under poverty level	13.4%	8.7%

Local Government Forms

MUNICIPALITIES are Cities, Towns, and Villages. They are divided into 4 population classifications, with towns and villages generally serving smaller communities. Larger municipalities have relatively broad revenue powers and more organizational flexibility. Limited Home Rule status is available to municipalities of 2,000 population or more.

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, counties provide police protection and health services.

Small Government Patterns (1981-82)

Among the 286 (231 municipalities, 55 counties) general purpose local governments, 251 (87.8%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	225	97.4%	510,000	\$232 mill.	(\$15 mill.)	\$239 mill.
COUNTIES	26	47.3%	336,000	56 mill.	(12 mill.)	55 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) hospitals 2) water supply 3) sewers
 Counties 1) hospitals 2) financial administration 3) health

Organization and Elective Office

MUNICIPALITIES: Council of 5 or more members, elected at large or by ward, and separate Mayor in most towns and villages. Options for cities include Mayor-Council, Strong-Mayor, Manager, and Commission of 3 or more members, elected at large or by ward, in cities. Separate Mayor-Council and Strong-Mayor arrangements.

Mayor in most Council or under

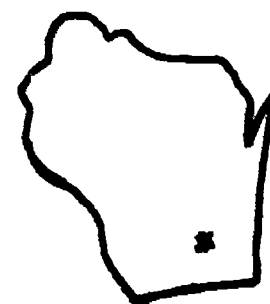
COUNTIES: County Commission of 3 members in most cases, elected at large with district residency. Individual elective offices--Assessor, Clerk of Circuit Court, Clerk of County Commission, Prosecuting Attorney, and Sheriff.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	1,643	(7.3)	38 (16.4%)	137 (59.3%)	75.7%
COUNTIES	300	(11.5)		1 (1.8%)	1.8%

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

WISCONSIN



Total Population (1980): 4,706,000
Rural 1,685,000 (35.8%)
Small Urban Places 1,078,000 (22.9%)
Nonmetropolitan 1,561,000 (33.2%)

Farm population 283,000 (6.0%)
93,000 farms, 19 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	4.4%	1.6%	Road mileage	94,000	13,800
Housing with public water supply	24.2%	93.8%	Hshlds with Soc. Sec. Income	28.5%	26.9%
Housing with public sewer	26.1%	96.1%	Median school years	12.4	12.6
Pers. ns per hospital bed	200*	207**	Per capita income	\$6,462	\$7,680
(nonmetro* and metro**)			Families under poverty level	7.1%	5.9%

Local Government Forms

TOWNS cover all parts of the state, except city and village areas. All towns provide roads and bridges, fire protection, and ambulance services. Many provide municipal-type services.

MUNICIPALITIES are Cities and Villages, divided into 4 population classifications. Villages generally serve small communities and 4th Class cities operate in places under 10,000 population. While legal powers and activities are virtually identical, procedures and organizational options vary by classification. All municipalities have Home Rule status.

COUNTIES cover all parts of the state. As well as judicial and record-keeping functions, counties provide roads, welfare, police protection, and health services.

Small Government Patterns (1981-82)

Among the 1,921 (1,269 townships, 580 municipalities, 72 counties) general purpose local governments, 1,853 (96.4%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
TOWNS	1,269	100%	1,488,000	\$ 217 mill.	(\$46 mill.)	\$ 225 mill.
MUNICIPALITIES	557	96.0%	1,398,000	1,068 mill.	(228 mill.)	1,124 mill.
COUNTIES	27	37.5%	392,000	155 mill.	(35 mill.)	151 mill.

Top ranking functions, according to expenditures, were:

Towns	1) highways 2) fire protection 3) financial administration
Municipalities	1) water supply 2) sewers 3) streets
Counties	1) highways 2) health 3) public welfare

Organization and Elective Office

TOWNS: Board of Supervisors of 3 or more members, elected at large. Elective clerk, Constable(s), Treasurer. Under new legislation, towns can employ appointed administrators.

MUNICIPALITIES: Villages have a Board of Trustees, composed of 6 members elected at large, and a separately-elected President. Many elect a Clerk, Treasurer and Justices. Options for cities include Mayor-Council, City-Manager, and Commission. Council of 2 or more members, elected at large or by ward, and separately-elected Mayor.

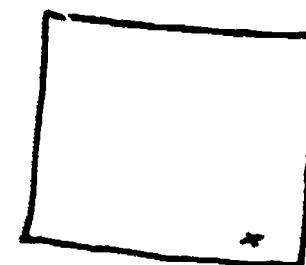
COUNTIES: Board of Supervisors of 21 members or more, elected from districts. Elective individual offices--County Clerk, Circuit Judge(s), District Attorney, Register of Deeds, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
TOWNS	8,194	(6.5)	750 (59.1%)	510 (40.2%)	99.3%
MUNICIPALITIES	5,136	(9.2)	74 (12.8%)	358 (61.7%)	74.5%
COUNTIES	952	(35.3)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

WYOMING



Total Population (1980): 470,000
 Rural 175,000 (37.3%)
 Small Urban Places 189,000 (40.3%)
 Nonmetropolitan 398,000 (84.7%)

Farm population 19,000 (4.0%)
 9,000 farms, 35 million farm acres

Rural-Urban Distinctions:	rural	urban		rural	urban
Housing without complete plumbing	3.6%	1.5%	Road mileage	36,600	1,500
Housing with public water supply	51.1%	98.5%	Hshlds with Soc. Sec. Income	16.7%	18.7%
Housing with public sewer	43.4%	98.0%	Median school years	12.6	12.8
Persons per hospital bed	237*	255**	Per capita income	\$7,356	\$8,268
(nonmetro* and metro**)			Families under poverty level	7.6%	4.8%

Local Government Forms

MUNICIPALITIES are Cities and towns, classified according to population, with towns usually found in communities of less than 4,000 population. Cities have more extensive powers, especially in controlling extraterritorial activities. Cities and towns are similar in revenue powers and organization. Minimum population for town incorporation is 150.

COUNTIES cover all parts of the state and are grouped into 3 classifications according to assessed valuation. Some organizational options vary by classification. As well as judicial and record-keeping functions, counties provide roads, hospitals, and education.

Small Government Patterns (1981-82)

Among the 115 (92 municipalities, 23 counties) general purpose local governments, 107 (93.9%) served communities of 25,000 population or less in 1982, as follows:

	Number of Units	(% of Total)	Population Served	Revenues	(Prop. Tax)	Expenditures
MUNICIPALITIES	90	97.8%	226,000	\$194 mill.	(\$4.7 mill.)	\$175 mill.
COUNTIES	17	73.9%	194,000	262 mill.	(101 mill.)	186 mill.

Top ranking functions, according to expenditures, were:

Municipalities 1) streets 2) sewers 3) water supply
 Counties 1) K-12 education 2) highways 3) hospitals

Organization and Elective Office

MUNICIPALITIES: Mayor-Council in most cases, with Manager option also available. Council of 3 or more members, elected at large or by ward. Separately-elected Mayor under Mayor-Council form.

COUNTIES: County Board of Commissioners of 3 members elected at large. Individual elective offices--Assessor, County Judges or Justices of the Peace, Coroner, County Clerk, County Attorney, Sheriff, and Treasurer.

	Elected Officials in Small Governments*		Governments with 0 or Few Employees**		
	Total	(Average per govt)	0 Employees	1-24	Percent of all Governments
MUNICIPALITIES	472	(5.3)	14 (15.2%)	49 (53.2%)	68.4%
COUNTIES	198	(11.6)			

*Estimates, based on the proportions of small governments (25,000 population or less) in the state.

**Full-time equivalent employees.

appendix b

information sources

Population (total, rural nonmetropolitan, small places, farm), Housing Conditions, Social Security Income, School Years, Income, Poverty Level.

—Bureau of the Census, 1980 Census of Population

Farm Numbers and Acreage

—Bureau of the Census, 1982 Census of Agriculture

Road Mileage

—U.S. Federal Highway Administration, annual Highway Statistics

Hospital Beds

—American Hospital Association, 1984 Annual Survey

Local Government Forms and Organization

—Bureau of the Census, 1982 Census of Governments (Vol 1, Governmental Organization).

International City Management Association, Municipal Year Book, 1986. Additional information from individual state contacts (see list below).

Local Government Revenues and Expenditures

—Bureau of the Census, 1982 Census of Governments (Vol 4, Governmental Finances, Finances of Municipal and Township Governments, Finances of County Governments).

Elected Officials in Small Governments

—Bureau of the Census, 1977 Census of Governments (Vol 1, Governmental Organization, Popularly Elected Officials).

Local Government Employees

—Bureau of the Census, 1982 Census of Governments (Vol 3, Public Employment).

individual state sources

Supplemental information about local government patterns and clarification of Census descriptions for individual states was provided by the following persons:

ALABAMA

—Tom Wilkenson, League of Alabama Municipalities

ARIZONA

—Kent Fairbairn, League of Arizona Cities and Towns

ARKANSAS

—Bill Fleming, Arkansas Municipal League

COLORADO

—Barbara Major, Colorado Municipal League

CONNECTICUT

—David Russell, Connecticut Council of Small Towns

DELAWARE	—Leon deValinger, Jr., Delaware League of Local Governments
FLORIDA	—Chip Morrison, Florida League of Cities
GEORGIA	—Paul Hardy, Institute of Government, University of Georgia
IDAHO	—Bill Jarocki, Association of Idaho Cities
ILLINOIS	—George Miller, Township Officials of Illinois
INDIANA	—Ray Scheele, Department of Political Science, Ball State University
IOWA	—Ardith Maney, Department of Political Science, Iowa State University
KANSAS	—Nancy Brown, Kansas Association of Townships
	—Ernie Mosher, League of Kansas Municipalities
KENTUCKY	—Terry Busson, Department of Government, Eastern Kentucky University
LOUISIANA	—Susan Gordon, Louisiana Municipal Association
MAINE	—Osmond Bonsey, Town of Yarmouth
MARYLAND	—Brian Gardner and Rebecca Troutman, Institute for Governmental Services, University of Maryland
MASSACHUSETTS	—Dan Soyer, Massachusetts Municipal Association
MICHIGAN	—G. Lawrence Merrill, Michigan Townships Association
MINNESOTA	—David Fricke, Minnesota Association of Townships
	—Garry Currie, Minnesota House of Representatives Research Department
MISSISSIPPI	—Patrick A. Dunne, Mississippi Municipal Association
MISSOURI	—Alan Bailey, Missouri Municipal League
MONTANA	—Ken Weaver, Local Government Center, Montana State University
NEBRASKA	—David Paulsen, Department of Public Administration, University of Nebraska at Omaha
NEVADA	—Gently P. Etcheverry, Nevada League of Cities
NEW HAMPSHIRE	—John B. Andrews, New Hampshire Municipal Association
NEW JERSEY	—Bert Wolfe, New Jersey State League of Municipalities
NEW MEXICO	—Ned Roberts and Bob Anderson, Institute for Applied Research and Services, University of New Mexico
NEW YORK	—G. Jeffrey Haber, Association of Towns of the State of New York
NORTH CAROLINA	—Jake Wicker, Institute of Government, University of North Carolina, Chapel Hill
NORTH DAKOTA	—Chester Larson, North Dakota Township Officers Association
OHIO	—Philip A. Russo, Jr., Center for Public Management and Regional Affairs, Miami University
OKLAHOMA	—Charlie Maule, Center for Local Government Technology, Oklahoma State University
	—Bill Moyer, Oklahoma Municipal League
OREGON	—Ken Tollenaar, Bureau of Government Research and Services, University of Oregon
PENNSYLVANIA	—R. Keith Hite, Pennsylvania State Association of Township Supervisors
RHODE ISLAND	—Marian Feeney, Resource Economics, University of Rhode Island
	—Guy Dufaulte, Rhode Island League of Cities and Towns
SOUTH CAROLINA	—Jane Massey, Bureau of Governmental Research and Services, University of South Carolina, Columbia
SOUTH DAKOTA	—Marvin Schwanke, South Dakota Association of Townships
	—Robert Miller, South Dakota Municipal League
TENNESSEE	—Dennis Huffer, Municipal Technical Advisory Service
TEXAS	—Lori Gillespie, Texas Municipal League
UTAH	—Jan Miller, Center for Public Affairs and Administration, University of Utah
VERMONT	—Vermont League of Cities and Towns
VIRGINIA	—Nelson Wikstrom, Department of Political Science, Virginia Commonwealth University
WASHINGTON	—Carol Greene, Association of Washington Cities
	—Fred Saeger, Washington Association of Counties
WEST VIRGINIA	—David Williams, Department of Public Administration, West Virginia University
	—Richard Stadelman, Wisconsin Towns Association
WISCONSIN	—Steve Golnar, Wyoming Association of Municipalities
WYOMING	

appendix c

for further reading

forms of local government

U.S. Census of Governments, Volume 1 on Governmental Organization, published at five-year intervals.

Charles Press and Kenneth VerBurg, *State and Community Governments in the Federal System*. John Wiley & Sons, 1983. Chapter 4, "Communities in the Federal System."

Joesph F. Zimmerman, "The New England Town Meeting: Pure Democracy in Action?" *1984 Municipal Year Book*, International City Management Association, 1984.

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J. Norman Reid and others, *Availability of Selected Public Facilities in Rural Communities*. Economic Research Service, USDA, 1984 (ERS Staff Report).

J. Norman Reid and Patrick J. Sullivan, "Rural Infrastructure: How Much? How Good?," *Rural Development Perspectives*, October, 1984, 9-14.

Norman Walzer, David L. Chicoine, and Ruth T. McWilliams, "Rebuilding Rural Roads and Bridges," *Rural Development Perspectives*, February, 1987, 15-20.

Richard J. Reeder, "Nonmetro Governments Becoming More Self-Reliant," *Rural Development Perspectives*, February, 1987, 34-36.

Patrick J. Sullivan, *The Cost of Metro and Nonmetro Government Borrowing*. Economic Research Service, USDA, 1983 (RDRR-35).

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David A. Booth, *Council-Manager Government in Small Cities*. The International City Management Association, 1968.

Gerald J. Hoetmer and Amy Cohen Paul, "Municipalities and the Volunteer Fire Service," *1981 Municipal Year Book*, International City Management Association, 1981, 178-187.

Alan Schenker, "Zero Employment Governments: Survival in the Tiniest Towns," *Small Town*, September-October, 1985, 4-11.

Keith Snavelly and Alvin D. Sokolow, "Who Advises the Council? Sources of Advice in Smalltown Governments," *Rural Development Perspectives*, February, 1987, 25-29.

Alvin D. Sokolow, "The Elected Official as Expert: Governing Boards in Rural Communities," *Rural Development Perspectives*, October, 1984, 4-9.

Alvin D. Sokolow, "Small Town Government: The Conflict of Administrative Styles," *National Civic Review*, October, 1982, 445-452.

Alvin D. Sokolow and Beth Walter Honadle, "How Rural Local Governments Budget: The Alternatives to Executive Preparation," *Public Administration Review*, September-October, 1984, 373-383.

Maureen Godsey Valente, "Volunteers Help Stretch Local Budgets," *Rural Development Perspectives*, October, 1985, 30-34.

the federal connection

Publius: The Journal of Federalism, issue on "Rural Governments in the Federal System," Fall 1987.

Alvin D. Sokolow, *Small Governments and the Federal Budget*. National Center for Small Communities, 1986.

journals and collections

NATAT's Reporter—monthly new journal devoted to national developments affecting small town governments. National Association of Towns and Townships.

Rural Development Perspectives—popular accounts of research findings on rural economics, demographics, local government, and other community conditions. Published three times a year. Economic Research Service, U.S. Department of Agriculture.

Small Town—monthly journal with popular articles on planning, public services, historic preservation and other innovations in small communities. Small Towns Institute.

New Dimensions in Rural Policy: Building upon Our Heritage—collection of papers on agricultural, economic, social, demographic, and service aspects of rural communities. Subcommittee on Agriculture and Transportation, Joint Economic Committee, U.S. Congress, 1986.

Nonmetropolitan America in Transition, Amos H. Hawley and Sara Mills Mazie, editors—collection of papers summarizing research information about population growth, economic opportunity, amenities, and planning in rural America. The University of North Carolina Press, 1981.

Rural Public Administration: Problems and Prospects, Jim Seroka, editor—academic papers on rural government budgeting, management, personnel practices, land use regulation, and growth responses. Greenwood Press, 1986.

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Small Cities and Counties: A Guide to Managing Services, James M. Banovetz, editor—collection of articles on the principles and techniques of managing various functions, especially appropriate for small municipal governments with professional administrators. International City Management Association, 1984.

NATaT and the National Center for Small Communities

The purpose of the National Association of Towns and Townships (NATaT) is to strengthen the effectiveness of towns, townships and small communities through technical assistance programs, and to promote their interests in the public and private sectors.

NATaT is a non-profit membership organization offering a wide variety of educational services and public policy support to local government officials from more than 13,000 towns, townships and small communities throughout the United States.

Developing effective federal policy

Through its National Center for Small Communities, the association conducts research and develops public policy recommendations which are scaled to the unique needs and nature of rural governments and small towns. By analyzing federal and state initiatives, and disseminating information about them, NATaT and the Center keep local officials abreast of decisions and actions of national import, so they can better manage change in their communities.

Education and information

NATaT's educational conferences, training, workshops, specialized publications and audio visual resources help small town officials cope with change in their communities — and improve the quality of life for rural people. The association's annual conference for small town officials is the largest town meeting in the nation. It focuses on federal programs and policies affecting small communities. The association publishes a monthly news journal, *NATaT's Reporter*, which is the only national source of intergovernmental policy news and "how-to" information written exclusively for small town officials. The journal's topics range from community and economic development, to road surface management, to bridge building, and solid waste management.

Other "how-to" publications cover hazardous materials training for first responders, what to look for when hiring consultants and more. Coming in the near future are guidebooks on wastewater treatment facilities and recycling.

For a copy of our free information brochure and resources listing, please contact the National Association of Towns and Townships, 1522 K Street, N.W., Suite 730, Washington, D.C. 20005, or call (202) 737-5200.